

University of Tasmania

“An opportunity missed”? Trajectories of one education policy in the Tasmania
Government school system

A thesis submitted in partial fulfilment of the requirements
for the degree of Doctorate in Education

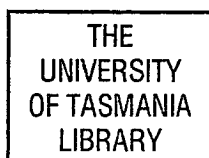
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DECLARATION

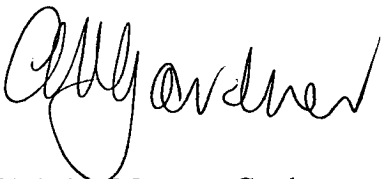
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CONTENTS

Declaration	i
Approval to copy	ii
Acknowledgements	iii
Contents	iv
List of Tables	xiii
List of Figures	xv
Abstract	xviii
Glossary	xx
Citation of data sources	xxii
Chapter 1 Introduction and background	1
Introduction	1
Background	2
Overview of the thesis	12
1-1 Policy in a democracy and the policy process with particular reference to implementation	13
1-2 The topic, its scope and delimitations	14
1-3 The conceptual framework for the study, stage 1: Policy cycle framework and the relationship between the research questions	16
1-4 The conceptual framework for the study, stage 2: Combining the Research Questions with the policy model	19
1-5 Significance of the study	20
1-6 Structure of the thesis	22

Chapter 2	Literature Review	26
	Introduction.....	26
	Previous case studies	26
	Outline of Chapter 2	27
	2-1 Literature related to Research Question 1 (including an introduction to public policy).....	29
	2-1-1 The socio-political context—influences and policy actors.....	30
	2-1-2 Inclusive and pragmatic policy processes.....	32
	2-1-3 The iterative nature of policy	34
	2-1-4 Political, economic and educational agendas	36
	2-2 Literature related to Research Question 2	40
	2-2-1 Change inappropriately supported, and typically unsuccessful.....	41
	2-2-2 Agendas: political, bureaucratic and educational, with specific attention to school-based policy actors and effects on change and teachers' workloads	42
	2-3 Literature related to Research Question 3	45
	2-3-1 Education policy iterations in schools	46
	2-3-2 Principles of teacher learning	48
	2-3-3 Support for teacher learning	51
	2-3-4 Time and teacher learning.....	54
	2-3-5 Contexts for teacher learning.....	55
	2-3-6 Leadership and teacher learning	56
	2-3-7 Capacities of teachers and students to manage change: central roles in managing change.....	58
	2-3-8 Importance of evaluation of policy and professional development....	60
	2-4 Literature related to Research Question 4	61
	Summary	64
Chapter 3	Methodology	66
	Introduction.....	66

3-1 The selection of the research approach - an overview	67
3-2 A modified case study approach	68
3-3 Specific considerations including those of imperfect methods, personal judgments, trustworthiness and credibility.....	73
3-4 Varied roles of the researcher in this study	75
3-5 Gaining permission to conduct the research, to access to the Program, and to obtain the consent of participants	77
3-6 The data gathering from policy actors, print media, Hansard, and documents.....	78
3-7 The policy actor sample and data gathering timeline for the sample.....	78
Policy actor sample - school-based personnel whose schools participated in the KT(BM) Program.....	79
Policy actor sample - non-school-based policy actors	80
School-based policy actors whose schools did not participate in the KT(BM) Program	82
3-8 Preparation for and conduct of the data gathering phases.....	83
Print media.....	85
Tasmanian parliamentary record (Hansard)	86
Documents: Chronology.....	86
Documents: Data Gathering 1	87
Documents: Data Gathering 2	88
Policy Actors	89
Policy and study phases and data gathering from policy actors	93
3-9 The data analysis phases	94
Analysis of the data from sources other than policy actors (print media, Hansard and documents).....	95
Analysis of the interview notes and the questionnaire responses.....	96
Summary	97
Chapter 4 Results – Research Question 1.....	98
Introduction.....	98

4-1 Articles published in the print media prior to the Ministerial announcement.....	99
4-2 Documents published prior to the ministerial announcement	101
Liberal Party’s Education Policy – “Jobs and Education”	101
Tasmanian Education Council (TEC) - Discussion paper on inappropriate student behaviour.....	101
Tasmanian Education Council (TEC) - Report to the Minister for Education and the Arts on inappropriate student behaviour.....	102
Education Department - Response to the Tasmanian Education Council’s Report on inappropriate student behaviour	102
4-3 Tasmanian Parliamentary Hansard: House of Assembly - records prior to the Minister’s announcement	104
4-4 The Tasmanian Government press release (the Minister’s announcement)	105
4-5 Articles published in the print media at the time of the Tasmanian Government press release (Ministerial announcement).....	106
4-6 Interviews with policy actors about the policy process prior to the Minister’s announcement	107
A senior officer of the Education Department	107
The Minister	109
Summary: Research Question 1	111
Chapter 5 Results – Research Question 2.....	117
Introduction.....	117
5-1 Education Department documents.....	118
Strategic Plan for 1995	118
Memorandum to Principals and District Superintendents.....	118
5-2 Key Teacher (Behaviour Management) Reference Committee: unofficial notes of one meeting	121
5-3 Hansard: House of Assembly – Parliament of Tasmania	123
5-4 Interviews with policy actors about the policy process subsequent to the Minister’s announcement	123
Senior officer – questions from the interview schedule	123

	The Minister	128
	Summary: Research Question 2	128
Chapter 6	Results – Research Question 3	135
	Introduction	135
	6-1 Documents published during the Key Teacher (Behaviour Management) Program professional development sessions	136
	Documents utilised during the professional development sessions	136
	Record of a Key Teacher (Behaviour Management) Reference Committee meeting	139
	6-2 Documented intervention by the Australian Education Union (AEU) Tasmanian Branch	139
	6-3 Interviews with and questionnaires completed by school-based policy actors	140
	Demographic data	141
	Results of the interviews and the questionnaires with Key Teachers and “Other” Teachers, the principals’ questionnaires, the non- participating principals’ interviews, and the interviews with the professional development facilitators	143
	Summary: Research Question 3	166
Chapter 7	Results – Research Question 4	176
	Introduction	176
	7-1 Interviews and questionnaires with school-based policy actors	177
	7-2 An audit of policy documents published by the Education Department	183
	Summary: Research Question 4	184
	Overall summary: the four research questions	189
Chapter 8	Discussion	192
	Introduction	192
	8-1 The discussion related to Research Question 1	193
	Influences of context and a range of policy actors	193
	Simple solutions for complex problems	196

8-2 The findings related to Research Question 2	197
Need for change increasingly recognised	197
Intensification of teachers' workloads.....	198
8-3 The findings related to Research Question 3	199
Support for change	200
Teacher-learning and classroom implementation.....	202
A policy process to enhance implementation and outcomes—the trajectory in School 6	206
8-4 The findings related to Research Question 4	209
Key Teacher model.....	210
Ineffectiveness of many reform efforts	211
Evaluation	211
8-5 Themes that emerged across two or more of the research questions.....	212
Tensions embodied in the policy process (RQ1, RQ2)	212
Time and timing (RQ1, RQ2, RQ3)	216
Overloaded and confused policy context (RQ2, RQ3, RQ4)	219
The treatment of teachers (RQ3, RQ4).....	220
Networking (RQ3, RQ4)	222
School cultures and leadership issues (RQ3, RQ4).....	223
8-6 Suggestions relating to future policy processes.....	225
8-7 Suggestion for further research.....	228
Summary	232
References	234
Appendices	263
List of Appendices	264
Appendix A.....	265
Appendix A - contents: The results of searches of the literature for case studies of education policy implementation published prior to 1995 ..	266

Appendix B	274
Appendix B - contents: Sample of ethics documents: approval received and material sent to schools to introduce the study and invite participation	275
Item B1a: Approval to conduct the study - University Ethics Committee (Human Experimentation).....	276
Item B1b: Approval to conduct the study - Education Department	277
Item B2a: Letter of Invitation to Principals.....	278
Item B2b: Letter of Invitation to Key Teachers	279
Item B3: The Information Sheet.....	280
Item B4: The proposed timeline	282
Appendix C	284
Appendix C - contents: The items used in the interviews and questionnaires, and their relationships to each of the four research questions	285
Item C1: Research Question 1 - Items for policy actor interviews and questionnaires	286
Item C2: Research Question 2 - Items for policy actor interviews and questionnaires	287
Item C3: Research Question 3 - Items for policy actor interviews and questionnaires	289
Item C4: Research Question 4 - Items for policy actor interviews and questionnaires	296
Appendix D	301
Appendix D - contents: Code-webs.....	302
Item D1: Code-web – development and design of the two models.....	303
Item D2: Coding in preparation for designing the code-webs	304
Item D3: Code-web 1 (interrogation of Research Question 1, full-page version of Figure 4-7, p. 112)	305
Item D4: Code-web 2 (interrogation of Research Question 2, full-page version of Figure 5-5, p. 129)	306
Item D5: Code-web 3 (interrogation of Research Question 2, full-page version of Figure 6-4, p. 166)	307

Item D6: Code-web 4 (interrogation of Research Question 4, full-page version of Figure 7-2, p. 185)	308
Appendix E	309
Appendix E - contents: Samples of data and coded data from the print media – list of items	310
Item E1: Sample of data from the media	311
Item E2: Sample of coded data	312
Appendix F	313
Appendix F - contents: Sample of data from Hansard	314
Item F1: Sample of data from Hansard	315
Appendix G	318
Appendix G - contents: Detail from the Department’s response to the Tasmanian Education Council Report	319
Item G1: Detail from the Department’s response to the Tasmanian Education Council Report	320
Appendix H	322
Appendix H - contents: The Press Release	323
Item H1: The Press Release	324
Appendix I	326
Appendix I - contents: Education Department Documents – coded	327
Item I1-1: Memorandum to All Principals and District Superintendents – coded	328
Item I1-2: Classification of coded data	331
Item I2: Notes from the first meeting of the KT(BM) Program Reference Committee and Appendix	332
Appendix J	336
Appendix J - contents: Transcript of the senior officer’s responses in the interview – coded	337
Item J1: Transcript	338
Item J2: Classification of the coding	351
Appendix K	352

Appendix K - contents: Outline of the Key Teacher (Behaviour Management) Program professional development sessions	353
Item K1: Outline of the Key Teacher (Behaviour Management) Program professional development sessions	354
Appendix L	355
Appendix L - contents: Written record of the Key Teachers' brainstorming exercise at the conclusion of the first 2-day session.....	356
Item L1: Written record of the Key Teachers' brainstorming exercise at the conclusion of the first 2-day session	357
Appendix M	361
Appendix M - contents: Circulars from the Australian Teachers' Union Tasmanian Branch	362
Item M1: Circular number 51/95 Moratorium – Key Teacher (Behaviour Management) Position	363
Item M2: Circular number 64/95 – Key Teacher (Behaviour Management) Moratorium	364

LIST OF TABLES

Table 2-1 An overview of literature themes related to policy development and initial implementation of policy at a system level	30
Table 2-2 Sub-theme 2-1-1: The socio-political context—influences and policy actors	30
Table 2-3 Sub-theme 2-1-2: Inclusive and pragmatic policy processes	32
Table 2-4 Sub-theme 2-1-3: The iterative nature of policy	34
Table 2-5 Sub-theme 2-1-4: Political, economic and educational agendas	36
Table 2-6 An overview of literature themes related to policy development and initial implementation of policy at a department level	41
Table 2-7 Sub-theme 2-2-1: Change inappropriately supported, and typically unsuccessful	41
Table 2-8 Sub-theme 2-2-2: Agendas: political, bureaucratic and educational, with specific attention to school-based policy actors and effects on change and teachers' workloads	42
Table 2-9 Overview of literature themes related to policy implementation of policy at school level and with teachers	46
Table 2-10 Sub-theme 2-3-1: Education policy iterations in schools	46
Table 2-11 Sub-theme 2-3-2: Principles of teacher learning	48
Table 2-12 Sub-theme 2-3-3: Supports for teacher learning	51
Table 2-13 Sub-theme 2-3-4: Time and teacher learning	54
Table 2-14 Sub-theme 2-3-5: Contexts for teacher learning	55
Table 2-15 Sub-theme 2-3-6: Leadership and teacher learning	56
Table 2-16 Sub-theme 2-3-7: Capacities of teachers and students to manage change & central roles in managing change	58

Table 2-17 Sub-theme 2-3-8: Importance of evaluation of policy and professional development	60
Table 3-1 Research Question 1: Policy and study phases and related data gathering.....	85
Table 3-2 Research Question 2: Policy and study phases and related data gathering.....	87
Table 3-3 Research Question 3: Policy and study phases and related data gathering.....	88
Table 5-1 Comparison of data from four sources—vis-à-vis Education Department implementation	131
Table 6-1 Key Teachers(BM) 1995 participants - summary of qualifications, experience, position and knowledge of schools' methods of selecting KTs(BM)	141
Table 6-2 "Other" Teachers - summary of experience and position in school at the time of the KT(BM) Program and knowledge of schools' method of selecting KTs(BM)	142
Table 6-3 A comparison of policy actors' reports of their perspectives about the role of KT(BM)	165
Table 7-1 Audit of policies, guidelines and instructions listed by the Education Department during 1994-1997	184
Table 8-1 Broad themes that emerged in Research Questions 1-4.....	192
Table A 1 Chronologically ordered overview of research relevant to education policy implementation case studies published prior to 1995—major focus on implementers' perceptions	267
Table A 2 Chronologically ordered overview of research relevant to education policy implementation case studies published prior to 1995—data gathered, in part, from implementers	270
Table A 3 Chronologically ordered overview of research relevant to education policy implementation case studies published prior to 1995—Australian studies	271
Table A 4 Chronologically ordered overview of research relevant to education policy implementation case studies published prior to 1995—other than those involving implementers or Australian studies.....	272

LIST OF FIGURES

Figure 1-1 The Australian policy cycle (Bridgman & Davis, 2000).....	16
Figure 1-2 Relationship between the four research questions.....	18
Figure 1-3 Relationships between Australian policy cycle (Bridgman & Davis, 2000): interrelated elements identified for the purposes of this study, and the four Research Questions	19
Figure 2-1 Literature review model for Research Question 1	30
Figure 2-2 Literature review model for Research Question 2.....	40
Figure 2-3 Literature review model for Research Question 3.....	45
Figure 2-4 Literature review model for Research Question 4.....	62
Figure 3-1 Chronology of data gathering from policy actors, print media, Hansard, and documents	78
Figure 3-2 Participants in the KT(BM)P - school-based sub-group of the sample	79
Figure 3-3 Chronology of data gathering from the sample of school-based policy actors who participated in the KT(BM) Program and in the study	80
Figure 3-4 Non-school-based sub-group of the sample and the school-based sub-group whose schools did not participate in the KT(BM) Program	80
Figure 3-5 Chronology of data gathering from the sample of non-school-based policy actors who participated in the KT(BM) Program	81
Figure 3-6 Non-participants in the KT(BM)P - school-based sub-group of the sample.....	82
Figure 3-7 Chronology of data gathering from the sample of school-based policy actors who did not participate in the KT(BM) Program but who participated in the study.....	82
Figure 3-8 Chronology of data gathering from the print media – RQ1	85

Figure 3-9 Chronology of data gathering from the Tasmanian parliamentary record (Hansard) – RQ1..... 86

Figure 3-10 Chronology of data gathering from documents – RQ1 86

Figure 3-11 Data gathering from documents – RQ2..... 87

Figure 3-12 Data gathering from documents – RQ3 88

Figure 3-13 Data gathering from the sample – RQ3 89

Figure 3-14 Timeline for data gathering from the policy actor samples..... 93

Figure 4-1 Chronology of data gathering from the print media 99

Figure 4-2 Chronology of data gathering from documents 101

Figure 4-3 Chronology of data gathering from Hansard 104

Figure 4-4 Chronology of data gathering from the Tasmanian Government press release 105

Figure 4-5 Chronology of data gathering from the print media at the time of the press release 106

Figure 4-6 Chronology of data gathering from the interviews..... 107

Figure 4-7 Code-web 1: Interrogation of Research Question 1 112

Figure 4-8 ‘Data source’ and ‘agenda’ segments of Code-web 1 113

Figure 4-9 ‘Strategy’ and ‘data source’ segments of Code-web 1 115

Figure 4-10 ‘Capacity’ and ‘data source’ segments of Code-web 1 115

Figure 5-1 Chronology of data gathering from Education Department’s documents... 118

Figure 5-2 Chronology of data gathering from documentation of one meeting of the Reference Committee 121

Figure 5-3 Chronology of data gathering from Hansard 123

Figure 5-4 Chronology of data gathering from the interviews..... 123

Figure 5-5 Code-web 2: Interrogation of Research Question 2 129

Figure 5-6 ‘Courses & resources’ and ‘data sources’ segments of Code-web 2..... 130

Figure 6-1 Chronology of data gathering from documents published during the KT(BM) Program professional development sessions..... 136

Figure 6-2 Chronology of data gathering from interviews and surveys with school-based policy actors	140
Figure 6-3 Chronology of the KT(BM) Program	145
Figure 6-4 Code-web 3: Interrogation of Research Question 3	166
Figure 6-5 The ‘Implementation in schools’ segment of Code-web 3.....	167
Figure 6-6 The ‘policy’ segment of Code-web 3	168
Figure 6-7 ‘The professional development sessions’ segment of Code-web 3	169
Figure 6-8 The ‘agenda’ segment of Code-web 3	169
Figure 6-9 The ‘evaluation’ segment of Code-web 3.....	175
Figure 7-1 Chronology of data gathering, during the retrospective phase, from the Education Department policy audit and from interviews and questionnaires with school-based policy actors	176
Figure 7-2 Code-web 4: Interrogation of Research Question 4	185
Figure 7-3 The ‘school factors’ segment of Code-web 4.....	186
Figure 7-4 The ‘networking’ segment of Code-web 4.....	188
Figure 7-5 The ‘evaluation’ segment of Code-web 4.....	189
Figure 7-6 Key themes that emerged from the interrogation of the four research questions	190
Figure 8-1 Chronology of the policy process prior to implementation in schools.....	217

ABSTRACT

This study examined one instance of the implementation of an initiative announced by the Tasmanian Minister for Education during its trajectories in the Tasmanian Education Department and in a sample of schools. This thesis was undertaken to present a report that would provide rich data, particularly from Tasmanian education policy implementers' perspectives. Accordingly the researcher aimed to add substantial detailed material to the literature that was located prior to and during the completion of this study. This literature was typically broad but revealed few Australian studies, particularly Tasmanian studies, none of which provided the depth of description presented in this thesis. The major focus of this thesis is on policy trajectory during implementation at Department level, subsequent implementation with teachers via the implementation of a Key Teacher Program, initially in the form of a series of professional development sessions, and eventual accounts of implementation in a sample of six schools.

The major focus on school-based policy actor interviews and questionnaires concurred with the placement of school-based policy implementers' reports at the heart of this study. The data were gathered from the teachers at three different occasions approximately one year apart. Some participants took part in a retrospective phase that enabled their retrospective contributions questions about this instance of the entire policy process.

The Minister for Education and a senior officer of the Education Department were interviewed to achieve enhanced understanding of factors that influenced implementation. In order to give due recognition to the context, the policy's initial path was tracked using a historical approach to examine a variety of print media reports and documents.

The use of multiple sources through sourcing of data from a range of policy actors, in addition to the print media, Hansard and Education Department and Program documents assisted in establishing verification of policy actors' perceptions.

Despite allocation of markedly insufficient resources to support the work of the Department and schools, varying amounts of change were reported by participants, ranging from no change to positive progressions in implementation. Tension characterised the policy process and emerged in several guises: the contest between agendas, particularly between the political and educational rationales; the mismatch between the acknowledged problem and identified strategy; the eventual dissatisfaction with insufficient opportunities to learn, the inability both to network with colleagues and to implement the Program in schools; issues of time and timing, related to communication and support for implementation; and the inadequacy of the selected model of professional learning, dependent on a “key teacher”, compared with the expressed preferences for a team approach or, indeed, a whole-school-capacity model.

In this instance of policy, however, it appeared that internal school factors, for example, leadership, decision-making processes, setting priorities, and the imaginative use of resources provided externally played an important role in successful implementation. Furthermore this success appeared to be to a great extent linked to *internal school factors* rather than to the support and resources provided *to* schools. Additionally, shared and devolved leadership practices within a school appeared to contribute more to reported achievements than the position the teacher held in the school.

Addressing the gaps that develop between political and educational agendas is crucial. Improved understanding of what motivates policy actor groups may enhance the ways in which these groups view each others’ work and potential to contribute to the policy process. Schools need time to prepare for the implementation of change in ways that enable identification of the links between school priorities and policy goals. An overloaded policy context can reach the point of making it difficult for schools to know which policies they can in fact implement satisfactorily. It is apparent, however, that these tensions will not readily be alleviated. Therefore, school-based policy actors might find support by adopting a stance that enables them to realise their agency in achieving their school goals while making the most of opportunities and resources to use external provision. The role of internal school factors deserves increased consideration, both in terms of future research and of current practice.

GLOSSARY

The glossary includes a list of abbreviations, and concludes with an explanation of the system for identification of data cited in this thesis.

<i>AEU</i>	Australian Education Union, in this instance, AEU Tasmanian Branch, and formerly the (Tasmanian Teachers Federation, TTF) <i>Referred to in this thesis, other than for citations, as the teachers' union to maintain consistent terminology</i>
<i>AP</i>	Assistant Principal (the level of promotion immediately above AST3 and below Principal in secondary schools)
<i>AST</i>	Advanced Skills Teacher—at the time of this study, three levels of AST existed in district schools (AST1, 2 and 3) and two in high schools (AST 1 and 3). <i>AST 1</i> Personal classification in recognition of advanced skills in teaching; non-promotion position; no limit on the number of AST1s in any school (position no longer exists) <i>AST 2</i> Promotion position for a set number of advertised positions in primary schools and the primary sections of district schools; positions allocated to schools on the basis of school level and school size (position no longer exists) <i>AST 3</i> Promotion position for a set number of advertised positions in senior secondary colleges, secondary schools, the secondary sections of district schools, primary schools or the primary sections of district schools; positions allocated to schools on the basis of school level and school size
<i>Districts</i>	At the time of the study Tasmania was divided into education districts (initially eight districts reduced to six districts prior to the Department restructuring into three branches in 2005)
<i>DoE</i>	Department of Education, Tasmania (formerly known by other titles – see following). <i>Referred to in this thesis as the Education Department, other than for citations, to maintain consistent terminology</i>
<i>DEA</i>	Department of Education and the Arts
<i>DECCD</i>	Department of Education, Community and Cultural Development
<i>DEST</i>	Department of Education, Science and Training. The Australian Government Department responsible for administering national policies related to School Education in Australia (formerly known as DETYA)
<i>DETYA</i>	Department of Education, Training and Youth Affairs
<i>KT</i>	Key Teacher—One teacher nominated by each school who participated in professional development related to an Education Department priority area and then was expected to disseminate learning in some way amongst colleagues

Glossary cont.

<i>KT(BM) Program</i>	Key Teacher (Behaviour Management) Program A program announced by the minister for Education implemented in the form of professional development and with the intention that schools review and extend their Supportive School Environment practices
<i>P & F</i>	Parents and Friends Association—a school-based organization which affords parents and other school community members a voice in a variety of school affairs. The State P & F is a collective executive group comprising members of individual school P & F associations
<i>PD</i>	Professional development, or, professional learning
<i>Schools</i>	The Tasmanian Government school system comprises five main levels of schools <i>High</i> enrolled students grades 7 – 10 <i>District or</i> enrolled students Kindergarten – grade 10 <i>District High</i> <i>College</i> enrolled students years 11 and 12 <i>Primary</i> enrolled students Kindergarten – grade 6 <i>Support</i> enrolled special needs students
<i>SSE</i>	Supportive School Environment A whole-school-approach to establishing a positive, supportive, consistent environment and strategies to promote learning and teaching, initiated in Tasmanian schools during the late 1980s-early 1990s. Also referred to as “SSE”
<i>TEC</i>	Tasmanian Education Council—advisory group to the Tasmanian Minister for Education (now the <i>Learning Together</i> Council formed in 2001—DoE, 2003)
<i>TPPA</i>	Tasmanian Primary Principals Association (professional association for principals of schools with Kindergarten – Year 6 enrolments)

Citation of data sources

The identifiers comprise components in the following order: participant, strategy used to gather data, year, and contact number with participant during the study if more than one contact made. Related to contact number, contact with participants in the retrospective phase was conducted in two parts (a) and (b).

Participant: **KT** Key Teacher

OT *Other* Teacher, a teacher-colleague at the same school

PP Principal of a school that participated in the Program

NPP Principal of a school that did not participate in the Program

SO Senior officer of the Education Department

F Facilitator of professional development sessions

M Minister for Education

Accordingly, **M, I, 1996** is: Minister for Education, interview, 1996, one contact only and **KT6, Q, 2000/4b** is Key Teacher 6, questionnaire, 2000, part two of the fourth contact.

Where citation from an interview transcript is used, this is cross-referenced to the relevant appendix using the following system:

This citation, **SO, I, 1995, p. 6, 10-19; p. 13, 8-10**, is senior officer, interview, 1995, page 6, lines 10 to 19 and page 13, lines 8 to 10.

Chapter 1 Introduction and background

Introduction

The study reported in this thesis traces some of the multiple trajectories of one instance of education policy development and implementation in Tasmania, Australia. The issue from which this policy emerged was a contentious problem that had attracted media attention in, at least, the two years prior to the Minister's announcement about a specific program. While the program was not the only strategy announced by the Minister to address the problem, it was the foremost strategy in the press release and identified that teachers were to directly address the problem in schools.

"Inappropriate student behaviour" attracted attention in the Tasmanian daily print media and the Tasmanian Hansard during the early-to-mid 1990s. This attention indicated that this issue was a topic of ongoing concern for teachers, parents, students, members of the public and some politicians. An analysis of data from these two sources revealed peaks in public and political attention during mid-1993 and mid-1994 that preceded a ministerial announcement in early 1995 of the *Key Teacher (Behaviour Management) Program*, which in this thesis will be referred to as the KT(BM) Program. The KT(BM) Program, according to the Tasmanian Education Department's understanding of the Minister's announcement, as expressed in the initial memorandum to schools, was to provide one teacher per school, the Key Teacher (KT), with the knowledge and skills through "intensive training" conducted during 1995 and 1996 so that they would become a "reference point for behaviour difficulties in their schools" (see Appendix I, Item 1, p. 1). Exactly what that meant varied, depending on policy actors' perspectives, and is examined in this thesis.

The opportunity to be a participant-observer (Bogdan & Biklen, 1998; Yin, 1994) and to investigate the implementation of a program that offered the potential of innovative

practice in schools compelled the researcher's interest in undertaking this study. A modified case study approach (Burns, 1994; Yin, 1994) was employed to examine the policy's trajectory from prior to the ministerial announcement, through initial implementation at Education Department level and to subsequent implementation in a sample of schools in order to explore in some detail the "ground-level" of policy (Rist, 2000, p. 1008).

Policy does not occur in a vacuum. Moreover, it is impossible to separate a policy from its context. Accordingly, it is acknowledged that the nature of the issue precipitated the Minister for Education into action and influenced the manner in which both the policy was developed and implementation occurred. The historical context of this policy, therefore, receives some necessary attention in the course of describing the policy process prior to assuming its major focus related to observations of its trajectories subsequent to the Minister's announcement.

Accordingly, consideration is given to aspects of *policy development* and *policy making* with the major focus on *implementation* by means of the professional development program and the participants' reports of subsequent actions in schools during and in the year following cessation of the professional development program. Although the researcher initially planned to undertake an evaluation of a program, this study was developed into a modified case study of a specific policy process. Therefore, some of the participants' responses to the questionnaire and interview items, which had been designed with an evaluative process in mind, were not discussed in detail when the researcher focussed the study on the *policy process*.

Background

Three tiers of government—national, state and territory, and local—perform a variety of functions in Australia. The state governments took constitutional responsibility for public education provision in government schools during the nineteenth century (Porter, 1993). The Australian Government through its Department of Education, Science and Training (DEST) develops and implements national policies for government and non-

government education. The Adelaide Declaration on National Goals for Schooling in the Twenty-first Century (DETYA, 1999) provides the parameters for policy making and implementation of financed initiatives administered by DEST.

In Tasmania, the Education Department, variously known by several titles during the period that this study was undertaken (see Glossary), is responsible to the Minister for Education for the administration and operation of the government, or public, school system. There are no intermediary bodies such as the school districts or school boards that play governing roles in North America or the United Kingdom. In Australia, there is, however, the national department, DEST; the existence of two levels of departments, state and national, each with its own priorities and funding, has the potential to complicate policy contexts.

The Tasmanian Minister receives advice from a range of people and groups: official advice is received from politically appointed Ministerial advisers, senior Education Department officials, and at the time of this study, the Tasmanian Education Council (TEC). Appointed by the Minister, the TEC was, at the time of this study, an independent policy advisory group of twelve members. The result of informal enquiries about possible political bias of the TEC suggested that a broader range of views would have been expressed by the typical membership of the TEC than might have been expected if party politics had influenced the selection of members. The Minister at times received unofficial advice from parent bodies, unions, and members of the Tasmanian community. In this instance of policy the TEC, as per the Minister's request, prepared and circulated a draft report (TEC, 1994a) and based on education community members' responses prepared its final report for the Minister (TEC, 1994b).

The role of the Tasmanian Parliament, historically, has been primarily concerned with ensuring the provision of adequate resources for education departments and schools. Schooling was a chapter in children's lives in which schools and parents did not conceptualise recognised teaching roles for parents; there was scant recognition of the importance of learning at home on children's formal schooling experiences. During the

1960s state education departments' reviews of their own systems led to the beginnings of community participation (Musgrave, 1990). The ideological milieu that developed during the 1970s brought about increased community participation in education—"less rather than more centralised control' over schools" (Marginson, 1997, p. 58)—although pedagogical goals, rather than political intent, characterised participation at this time (Musgrave, 1990).

During the 1980s and the 1990s there was a marked change in public acceptance of schooling and schooling outcomes; pressure for educational change burgeoned and, indeed, continues to grow (Caldwell, 1993; Churchill & Williamson, 1999, 2004; Cuban, 2003; Tyack & Cuban, 1995). Unrelenting waves of education change give rise to a plethora of policies that embodies the context in which schools attempt to transform policy rhetoric into practice. Schools' efforts are regulated, indeed obstructed at times, by the need to manage unstable and unpredictable policy milieux in which policies inevitably "land on top of [each] other" (Darling-Hammond, 1990, p. 240).

Increasingly, the junctions of the politicisation of education (Bascia & Hargreaves, 2000) and the intensification of the teaching role (Williamson & Poppleton, 2004) have generated an education context characterised by a growing range of pressures (Apple, 1996) and by many unrelated policies (Ball, 1999; Morris, Chan & Lo, 2000). Consequently the ordeal of working in education change environments is frequently compounded by the paradox of simultaneous decentralisation and centralisation (S.J. Ball, 1990; Caldwell, 1993; Whitty, Power & Halpin, 1998), the rising maze of competing roles faced by teachers and principals (Gardner & Williamson, 2004; Taylor, Rizvi, Lingard & Henry, 1997), and the frequently "piecemeal, ill coordinated, and sometimes contradictory" (Calderhead, 2001, p. 796) nature of reform. It was into the Tasmanian context in which trends were not dissimilar to those in the remainder of Australia and internationally (Churchill, Williamson & Grady, 1997) that the policy examined in this modified case study emerged.

A context of prevailing conservative political ideologies has witnessed concerns expressed by the public about student achievement and has generated circumstances characterised by increased pressures on and opportunities for politicians to intervene in schooling, particularly in matters of curriculum and assessment (Caldwell, 1993; Cuttance, Harman, Macpherson, Pritchard & Smart, 1998; Jaensch, 1992). Furthermore, schools are expected to assume a greater diversity of roles beyond that of formal and primary education; societal changes have witnessed traditional agents of social and moral education, such as the church and the family, becoming less influential (Marginson, 1997).

Decision-making in respect of school education, once the province of education departments and subsequently delegated in part to principals and teachers, more recently has become an arena for politicians either initiating policy, or responding to a range of public concerns. A shift has occurred in the general public's view of education; there is an emergent intensification in pressure brought to bear by the public to improve education; parents, and society more broadly, demand the opportunity, indeed the right, to exert influence on the provision of school education (Bishop & Davis, 2001; Caine & Caine, 1997; Ginsburg, 2000). This swell in public interest and influence has coincided with, and facilitated, a rising political influence in many western countries (Fullan, 1994). Australian Ministers for Education, both at state level and at federal level, frequently link education to the nation's future; this together with the emergence of an increasingly critical public ready to speak out about schooling and a news media only too willing to criticise government education has coincided with a proliferation of political involvement in public education during the last two decades (Dudley & Vidovich, 1995; Jaensch, 1997; Parsons, 1995).

Analysis of the data gathered for this study pointed to a "campaign" enacted by a range of policy actors in the print media. Such a crusade as the one examined in the study is not unusual; the comparative freedom from "the detailed controls imposed on other political institutions" (Bridgman & Davis, 2000, p. 37) enables journalists to publish views in the public arena. Accordingly, many policy actors were provided with

opportunities to register openly their views during the period in which the problem emerged and became sufficiently “fashionable” (Hogwood & Gunn, 1984, p. 68) to register on the political landscape. While the researcher had to rely upon interpretation in using these written text records available in the print media, these accounts supplied a rich source of historical data (Denzin & Lincoln, 2000) that enabled the researcher to construct some of the background fabric against which both the policy developed and initial implementation occurred.

A sample of the range of articles published in the three Tasmanian daily newspapers during 1992, 1993 and 1994, the three years prior to the Minister’s announcement, is presented; special features, letters to the editor, and news stories several of which were accorded front page status.

1992

1. A newspaper article entitled, “Teachers face violence threat”, described examples of physical violence, the lack of Education Department support, and the president of the teachers’ union assertion that “teachers [were not able to] solve all the social problems of a child” despite the “perception in the community” that they could (*The Mercury*, March 1 1992, p. 2).

1993

2. “Tassie’s teachers stressed out”, about a teachers’ union report, concluded that teacher shortages resulting from an external review of state education services in 1990 had led to a reduction in the teaching service (*Sunday Examiner*, May 9 1993, pp. 1-2), confirmed separately by Macpherson (1997) to be a fall of about a ten percent. The newspaper article reported the union’s call for additional guidance officers, social workers and teacher assistants who all work to support teaching and learning often with students who present learning and behavioural challenges in schools. The article referred to teacher union claims that “teachers had been bashed”, that stress-related sick leave was an issue and that several teachers had left

teaching because of stress. It detailed union demands for appropriate resources for government priorities in education, and 468 new teaching positions.

3. Major coverage, in the form of a front-page report, an editorial, and two double-page spreads (*The Examiner*, June 1, 1993, pp. 1, 4-5; June 2, 1993, pp. 4-5, 8) in which deterioration in student behaviour—as a result of fewer resources for education; societal changes, including a decline in community support for schools; an obsolete Education Act; and, unemployment—was a common theme. The double-page spread, in the first of these two editions, entitled *School Discipline, A Special Report* featured reports from two journalists who visited schools and interviewed teachers and students. The theme of deterioration of discipline was continued in these reports and accompanied by separate calls for action to address student behaviour problems from a university lecturer and from the President of the State Parent and Friends Association. In the second day's report, *The Examiner* continued the student behaviour theme with an emphasis on describing the positive and supportive approaches to discipline being used by teachers and schools.

The Examiner's editorial of June 2, 1993 reported on the frequency, widespread nature and severity of the problem of a decline in high school students' behaviour (p. 8). The editorial focused on growing needs: first, to address problems of student behaviour; second, to acknowledge the complexity of the issue of student behaviour; and finally, for all stakeholders in school communities, to work collaboratively to address the problem with support from the leadership of a committed Education Department. The editions of *The Examiner* of June 1 and June 2 included invitations for readers to share their experiences related to this topic. Responses were immediate.

4. During the next three days (June 3-5, 1993), *The Examiner* published nine letters addressing teachers' work, changes in values, standards and student behaviour; two of these letters were written by students.

5. A report released by primary school principals, an account of which was published by *The Examiner* (July 15, 1993, p. 4), focused on student behaviour as a most important issue and one that necessitated resources at school level, and beyond, to address it.
6. The release of a national parliamentary enquiry into the increased violence in Australian schools added weight to the accounts portrayed in the print media. Additionally, the President of the Tasmanian Council of State Parents and Friends Association spoke of the need for increased resources, and the education union's president expressed concerns about the situation. The Minister for Education was reported as having refused to comment (*The Mercury*, July 28, 1993, p. 1).
7. The Tasmanian Government authorised a full-page public notice in the print media (*The Mercury*, October 2, 1993, p. 12) headed "Teachers: The facts" in which it asserted that a pay increase granted by the Tasmanian Industrial Commission was responsible for a marginal reduction in teacher numbers, the size of which the Government claimed would have been many times greater if it had not "absorbed costs". The notice stated that the public should be reassured that the "quality of education standards [would] be maintained". Nearly two weeks later union claims that 1100 teachers "wanted to quit" because of "rock bottom morale" and "enormous stress brought about by five years of "education cuts" were reported in a front page report in *The Mercury*, October 14, 1993.

During late 1993, it was reported first, that more than one-quarter of the teachers "wanted to quit" and that teachers' morale was at "rock-bottom" in a context characterised by "enormous stress caused by five years of education cuts" (*The Mercury*, October 14, p. 1); second, that the Minister was coming under pressure, indeed, motions of no-confidence had been moved against him by the Green and Labour opposition parties over the issue of redundancies for teachers (*Sunday Examiner*, December 5 1993, p. 2); and finally, that influences of "uncertainty, instability and confusion" occurred as

a result of the alleged reliance of education funding on a government abalone royalties bill before parliament (*The Mercury*, December 1, 1993, p. 5).

1994

8. On September 5, 1994, *The Mercury* published a two-page report (pp. 1-2) that described first, inadequate support services for schools having to deal with violent students; second, reduced government funding for education; and finally, some opinions of a national sample of youth, aged 15 to 25 years, about both the need to strengthen school discipline and that had reported having been affected by violence in schools (40 % and 25 % of the sample respectively). A complex problem necessitating a complex solution was a theme evident in this report in *The Mercury*.
9. The issues of inadequate resources, student behaviour problems, the appropriateness of strategies for managing students with behaviour problems, and the Minister's apparent awareness of these issues, emerged as themes in a report given prominence on September 5, 1994 (pp.1-2), in *The Mercury*. In this report, a principal alleged that his school was expected to provide distance education —formal education provision for students who are unable to attend school for a variety of reasons— with insufficient support for his staff to do so. The Minister for Education acknowledged that he had received the report he had commissioned his advisory group to provide (TEC, 1994b); however, he said that he would not comment on its recommendations until the Education Department had provided both its response and advice. Therefore five months, including the two-month summer school break, would transpire between the time he received the report and when he would make an announcement of strategies to address the issue. Additionally, the leaders of two opposition political parties were reported as calling for either a comprehensive review of the practice of enrolling students with behaviour problems in distance education or for sufficient resources for education provision through distance education.

10. On October 27, 1994, in *The Advocate*, one parent's response regarding the effect of violence towards her son at school received front-page attention. The Secretary of the Education Department was reported making general policy assertions rather than addressing the specific situation of the boy and his mother. The protocols of appropriate responses are not in question; however, the context of keen media interest was, most likely, adding to pressures on policy makers and actors who influenced policy.

In Australia, responsibility for government school education rests with state and territory education departments. Principals and teachers in schools are responsible for the provision of learning programs and student learning outcomes which are reported to education departments and then directly to the ministers. Political intervention in educational decision making suggests that the interplay between policy-makers and teachers, the latter of whom are prime players in the implementation of policy at the school level, is a field of considerable significance to educational research and compels ongoing research attention. This significance emerges from the need for teachers to see the benefits for their students and to be committed to change before they engage effectively with it (Hopkins & Levin, 2000).

Mounting concerns about the exigency faced by teachers in dealing with increasingly challenging student behaviours pose one situation about which teachers continue to demand action (Borko & Putnam, 1995; Calderhead 2001) and circumstances that force the hand of decision-makers (Kingdon, 1995). This situation certainly was the case during the time the problem emerged during the early-to-mid 1990s, as evidenced in the print media, and that will be described in Chapter 4. Inappropriate student behaviour was, and still is first, an issue that specifically attracts teachers' attention and the attention of school communities; and second, an issue that impacts directly on the activity of teachers and students in classrooms and schools. Inappropriate student behaviour, however, is a multifaceted and well-established social problem (Calderhead, 2001; Sikula, 1996); a circumstance that points to the need for a comprehensive strategy stemming from a broad-based, multi-government-agency approach. A complex and

multi-agency approach, however, typically remains unrealisable. Additionally, single-agency strategies that characteristically underpin successful policy implementation lack the power to tackle elaborate problems (Bascia & Hargreaves, 2000; Howlett & Ramesh, 1995; Sikula, 1996).

A ministerial announcement relating to an opportunity for teachers to gain skills and knowledge about dealing with inappropriate student behaviour might, in some circumstances, be construed as policy destined to achieve acceptance by teachers. Indeed, the Minister for Education certainly appeared to believe he needed to make a public announcement about the professional development program for teachers following a protracted period of media attention focused on the problems of student behaviour in government schools in Tasmania. Additionally, his announcement occurred in a context in which “ministerialisation” (Marginson, 1997, p. 163), i.e., centralisation of policy to ministerial level accompanied by the imposition of economic agendas, and still is, an increasingly occurring phenomenon in Australia; Tasmania is no exception in this respect (Selby Smith, 1980; Cuttance et al., 1998; Dudley & Vidovich, 1995).

The context in which the public school system has operated during the last two decades has been characterised by changing student retention patterns, and an increasingly instrumental view of education. Furthermore, transition to school-based decision making has granted schools greater levels of control over aspects of their operation; however, this style of decision making has occurred within the parameters of direct political influence on schools. Indeed, educators increasingly express concern at being held accountable for things over which they have no control (Gardner & Williamson, 2004). The accountability of Tasmanian schools to parents, students and their broader school communities gained greater prominence with the emergence of the Assisted School Self Review (ASSR) process (DoE, 2005). The ASSR process requires school community groups—principal and staff, parents and students—to work collaboratively to document a Partnership Agreement through a process of reviewing school progress towards agreed goals. Furthermore the goals are determined within parameters of priorities established

by the Tasmanian Government, which therefore is in a strong position to dictate policy that impacts directly on the public school system.

During the 1990s, the Tasmanian Education Department employed the “key teacher” concept for implementing some professional development initiatives. A key teacher from each school would participate with other schools’ key teachers in professional development sessions conducted away from the school environment. It was expected that key teachers would return to their schools with materials, processes and ideas to disseminate to their colleagues. Key teachers’ participation in professional development sessions either was funded by a central budget or facilitated by individual school funding or internal arrangements, for example, organising colleagues to cover the key teacher’s regular teaching responsibilities during their absence from school. The researcher was unable to discover the Department’s rationale for using the key teacher model. A search of the literature at the time of this instance of policy implementation did not identify any material related to a “key teacher” model of professional development or any benefits of such a model. Indeed, Stake (1997) highlighted features not dissimilar to aspects of this Program’s implementation and associated concerns that were to be reported, in particular by the Tasmanian senior officer with responsibility for implementing the Key Teachers (Behaviour Management) Program.

Professional development programs basically dependent on face-to-face teaching by expert instructors seldom extend to the bulk of teachers needing it; thus the traditional in-servicing strategy is inadequate. (Stake, 1997, p. 473)

Overview of the thesis

In order to describe not only the historical context of this policy, but the associated socio-political milieu, this thesis presents a review of literature that centres on education policy and describes some predicaments confronting policy actors throughout the late-1980s and early-1990s, the years prior to and during the unfolding of the policy study reported in this thesis. Literature published during the last decade is incorporated with the earlier literature in order to provide a basis for making recommendations several

years after Education Department and school implementation of this initiative occurred. Specifically, the introduction is presented in the following sections:

- 1-1 Policy in a democracy and the policy process with particular reference to implementation
- 1-2 The topic, its scope and delimitations
- 1-3 The conceptual framework of the study
- 1-4 Research Questions and their links to the conceptual framework presented in section 1-3
- 1-5 Significance of the study
- 1-6 Structure of the thesis

1-1 Policy in a democracy and the policy process with particular reference to implementation

Since the time of Plato, societies have wrestled with determining the best outcomes for a democratic society through the employment of democratic practices (Plato, *c.375BC/1987*). For two and a half thousand years, the demands of, first, balancing optimistic solutions with the pragmatics of what can be achieved and second, the identification of who is best placed to make decisions, continue to challenge thinking on the subject of public policy in many western societies (S.J. Ball, 1990; Considine, 1994; Gutmann, 1987; Jaensch, 1997; Kingdon, 1995; McAllister & Wanna, 2001). This thesis examines several factors including, political processes, improvement of the communication amongst policy actors with reference to decision making (Fink & Stoll, 1998; Fullan, 1994), implementation and evaluation (Calderhead, 2001; Joyce & Showers, 1995; Kelleher, 2003; Sroufe et al., 1995) and the dissonance between political and education time-frames and priorities (Considine, 1994; Howlett & Ramesh, 1995; Maguire & Ball, 1994; Spillane, Reiser & Reimer, 2002). These factors, it will be revealed, were as deserving of policy actors' attention in this modified case study as they are in the broader literature on public policy. Their relevance *now* is no less important.

The convoluted nature of the policy process, the concept of policy as text and policy as action, and the fact that policy transforms through iterations (Ball, 1999; Gewirtz & Ozga, 1990) all contribute to the complexity of the policy process; education policy is no exception (Taylor et al., 1997). The mediating effects of school cultures, subcultures and policy actors on policy are major topics in the literature reviewed in this thesis (see, e.g., Lowham, 1995; Pink & Hyde, 1992; Senge et al, 2000).

It is widely recognised that policy as enunciated, and policy in practice, are typically dichotomous (Ball, 1999; Tyack & Cuban, 1995). The relevance of the substance of this paradox is a policy implementation process customarily fraught with tension (Bridgman & Davis, 2000; Gardner & Williamson, 2005; Ingvarson, 1994). The evidence in the literature points to the need for a balanced approach in a range of matters, not the least of which is the inclusion of policy actors across the policy process (Considine, 1994; Jaensch, 1997, Taylor, Anderson, Au & Raphael, 2000). An inclusive process is preferable to one that restricts different groups of policy actor groups to involvement in the traditional bounded stages—of policy making, policy implementation or policy evaluation—but not across stages or across the entire process (Darling-Hammond, 1998). Policy outcomes are enhanced by policy processes that enable teachers to work collaboratively while acknowledging and valuing individualism (Louis, Toole & Hargreaves, 1999). Accordingly, policy outcomes are improved in contexts in which there is first, mutual respect, that is respect for teachers' professionalism while addressing the need for public input into education and policy (Darling-Hammond, 1998), and second, in which there is recognition of the role of schooling in the maintenance of societal standards concomitant with the need for schools to operate in a progressively more uncertain environment and respond to and initiate change (Borman, Castenell, Gallagher, Kilgore & Martinson, 1995; Churchill & Williamson, 1999).

1-2 The topic, its scope and delimitations

This study examines the implementation of one education policy, and aspects of its development. A modified case study (Yin, 1994) incorporating perspectives both historical (Burns, 1994) and political (Maguire & Ball, 1994) best describes this study.

The spotlight during this study fell primarily on the perceptions of teachers during policy implementation, first, while they participated in a series of KT(BM) Program professional development sessions; and subsequently, during the initial period of implementation in individual school settings. This study examined the accounts of a range of policy actors—teachers, principals, central and district office staff, and the Minister for Education—many of whom were participants in the professional development sessions; their accounts were augmented by consideration of some views of school-based non-participants in these sessions.

The impetus for undertaking this study was the opportunity to mesh the writer's professional role at the time with the incentive to contribute to the broader body of educational policy research reports of a policy process chiefly from the perspectives of a range of school-based policy implementers. The fact that the researcher was in the full-time employ of the Education Department limited the opportunities for data gathering (both the time available and the methods that were used). Although the researcher's participation in the Program presented opportunities for ready access to facilitators and participants alike, limitations of, and potential conflict within, the dual roles must be acknowledged and some likely outcomes considered.

It was important to delineate the bounds of the case to be studied. The study's scope included the process leading to the announcement of the policy as could be determined through the gathering and analysis of the Tasmanian daily print media, the Tasmanian Hansard, and several documents published by the Minister's advisory council (the TEC) and the Education Department. Implementation in individual schools was the foremost part of the study's scope; teachers—some with responsibility for implementation and some who were not responsible for implementation—and principals, both of participatory schools and of non-participatory schools were invited to participate in the study. Time limitations did not permit investigation of the perceptions and experiences of students in relation to enactment of the policy; however, the potential importance of their role in policy implementation became evident during this study. This report of the

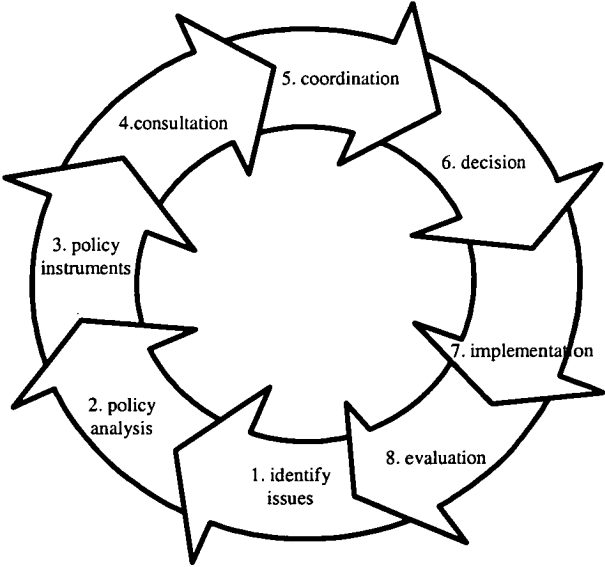
study concurs with the need to be increasingly aware of the role of students in the policy process.

1-3 The conceptual framework for the study, stage 1: Policy cycle framework and the relationship between the research questions

There are two aspects to the conceptual framework that underpins this study. First, a policy model is adopted to assist in analysing the instance of policy in this study (Figure 1-1, p. 17), and second, based on the policy cycle outlined in the first model is a four-element approach that corresponds with the four Research Questions (Figure 1-2, p. 18). The policy framework is derived from the work of Bridgman and Davis (2000) who proposed a policy cycle that was suggested to them by the Australian policy context.

While Bridgman and Davis declared the value of a model in describing policy, they readily acknowledged that a model’s “neatness” is not matched by the “complexity and discontinuity” (Bridgman & Davis, 2000, p. 26) of the policy process, specifically policy making. The components of their policy cycle are (1) identifying issues, (2) policy analysis, (3) identification of policy instruments, (4) consultation, (5) coordination, (6) decision, (7) implementation, and (8) evaluation (p. 27); their representation of the cycle is presented in Figure 1-1.

Figure 1-1 The Australian policy cycle (Bridgman & Davis, 2000)



It is acknowledged that there are difficulties in identifying a separate implementation component. To view a policy as simply being “handed to implementers” (Ingram, 1990, p.464) misrepresents or ignores influences of actuality on the shaping of the reality in question. Nonetheless, the operational convenience of a policy cycle is employed to assist in mapping the trajectory of the policy on which this study focused.

Next, the structure of the four research questions and their relationships with each other were re-examined in establishing the conceptual framework for this study.

Research Question 1

Describe the trajectory of the policy that led to the announcement of the Key Teacher (Behaviour Management) Program. Research Question 1 entailed an investigation of the history of the policy in order that its development is mapped to the time of the Ministerial announcement.

Research Question 2

Describe the development and initial planning for the Key Teacher (Behaviour Management) Program prior to the implementation of the professional development program with teachers. Research Question 2 entailed an investigation of influences on the development of the professional development sessions in order to map the policy’s early implementation from the time of the Ministerial announcement to immediately prior to the commencement, with school personnel, of the KT(BM) Program and specifically the professional development sessions.

Research Question 3

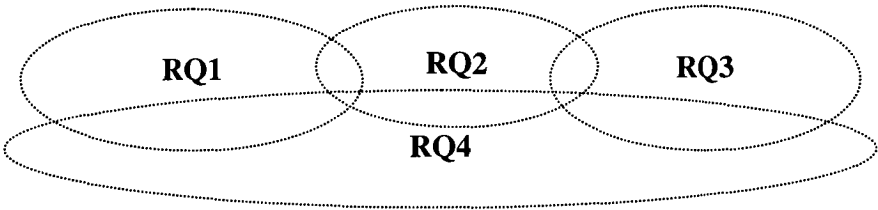
How was implementation into six school contexts of the Key Teacher (Behaviour Management) Program mediated by: the policy process; the broad context of the Department of Education; and the particular schools to which it was transferred?

Research Question 3 entailed an examination of a range of data from policy actors and documents in order to describe policy and contextual influences.

Research Question 4

What were the policy actors’ reports, in hindsight, of the policy process, and in particular, what aspects of their reports related to the implementation process might offer potential benefit to future policy processes? Research Question 4 entailed an analysis of the reported experiences of school-based policy actors and their reflections with the benefits of hindsight, on the entire policy process. Accordingly, the relationship between Research Question 4 and the preceding three research questions is illustrated in Figure 1-2.

Figure 1-2 Relationship between the four research questions



For the purposes of this study, each of Research Questions 1, 2 and 3 deals with discrete elements of the policy model identified, although, as acknowledged previously (pp.16-17), in reality distinct separation of elements of the policy process is difficult. Indeed this difficulty is reflected in the fact that the structure of Chapter 8 combines a thematic approach and division, as much as possible, into the research questions.

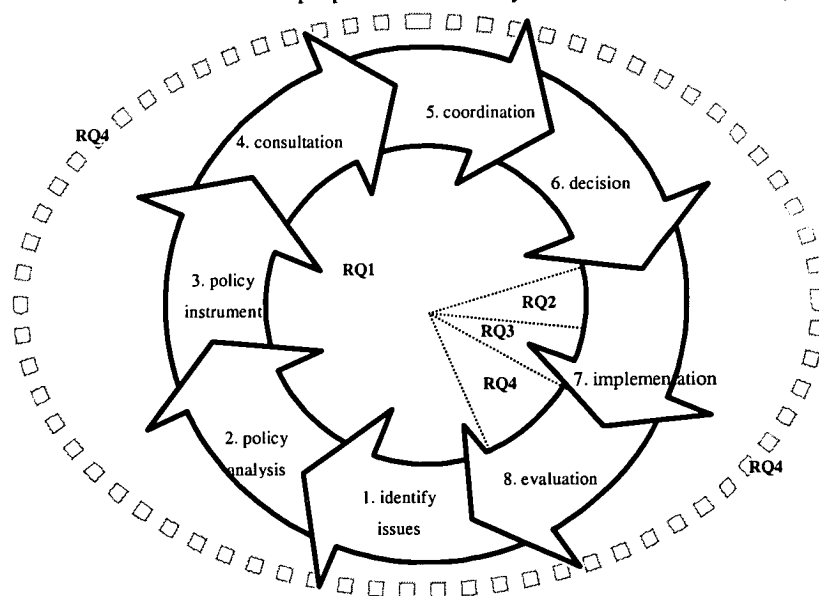
The primary focus of this study on implementation during the course of a three-year period resulted in a conceptual model in which the associated research question, Research Question 3, was designed to compile considerably more data for analysis than either Research Question 1 or Research Questions 2. The design of Research Question 4 was designed to elicit perspectives of school-based policy implementers. Accordingly it focused both on gathering and analysis of retrospective data related to the periods addressed by the other three research questions and on viewpoints particularly related to

teachers' perceptions, roles and expertise, in order to offer information that might reveal the potential for teachers' feedback to inform future policy processes.

1-4 The conceptual framework for the study, stage 2: Combining the Research Questions with the policy model

The second conceptual framework, represented by Figure 1-3, adds the Research Questions to the policy model presented in Figure 1-1 and reflects the relationship between the four research questions illustrated in Figure 1-2. Figure 1-3 presents correspondence between the phases of the policy model and each of the Research Questions. The unifying element of Research Question 4 is derived from the assertion adopted for this study that the school-based policy actors' roles in implementation must receive greater attention from all policy actors and that their perspectives of the policy process and their potential contributions to the success both of the policy process and of education policy outcomes respectively must be better appreciated and better harnessed. Accordingly, school-based policy actors' contributions to a broader range of policy processes than is suggested by the view of teachers as implementers only, is suggested by the representation of Research Question 4 in Figure 1-3 (p. 20).

Figure 1-3 Relationships between Australian policy cycle (Bridgman & Davis, 2000): interrelated elements identified for the purposes of this study, and the four Research Questions



In Figure 1-3, straight lines indicate the division of the eight components (Bridgman & Davis, 2000) into three of the four questions: Research Question 1 encompasses from policy elements 1 to 6, that is identifying issues (1), through to the decision (6); Research Question 2 examines the initial phase of (7) implementation, that is, at Education Department-level; and, Research Question 3 examines the subsequent phase of (7) implementation, that is, with teachers and at school level.

Evaluation, the eighth component remained substantially unaddressed in the report of this instance of the policy process because of its fundamental absence. Research Question 4 (RQ4) appears substantially outside the cyclic diagram and is connected to the broken line elliptical shape that encircles the entire process; this representation is indicative of the fact that this research question examines aspects of all the elements (1–8, i.e., Research Questions 1, 2 & 3).

1-5 Significance of the study

Teachers' commitment to policy implementation is influenced considerably by the promise both of perceived opportunity to apply their learning in the classroom (Guskey, 2000; Joyce & Showers, 1995) and of improvements in students' learning experiences and outcomes (Braithwaite, 1993; Churchill et al., 1997). In the instance of policy on which this study focused, for example, the potential emerged for achieving an improvement in student behaviour at school and, consequently, increased time to focus on learning. Realistically, teachers and students are the only people who can implement change in classrooms (Pauly, 1991; Tyack & Cuban, 1995); notwithstanding the best of intentions on behalf of policy developers, unless teachers actually implement changes, and are supported appropriately to do so, the most superbly crafted policy text will remain a lifeless text.

Teachers face an ever-increasing range of educational policies and policy actors' expectations of their work. Rarely can teachers dispense with an aspect of their work in order to make way for the new expectations. This occurs because teachers work in contexts in which new policies, delivered progressively more from external sources,

characteristically create additional layers of work all of which are considered to be of similar importance (Bascia & Hargreaves, 2000; Darling-Hammond 1990). Therefore it is crucial to focus on the identification of strategies that might lead to more productive engagement of policy actors in educational change. Accordingly, this study observed the “journey” (Gray et al., 1999, p.21) of a policy both from what Knapp (2002, p.6) termed the “outside-in”—based on accounts from non-school personnel—and the “inside-out”—based on accounts from school-based personnel, in order to provide a “cross-section” (Ball, 1994a, p.26) in the search for new insights into the links between policy and practice.

The literature confirms the complexity of the policy process. For some years, even decades, the contestation and mediation of policy throughout its enactment has been documented. There is much published material that addresses the range of variables in the policy process and documents in broader detail trajectories of many policies. There was—at the time of commencement of this study—little readily available case study research pertaining to policy development and policy implementation, as evidenced in Chapter 2 and Appendix A. Chapter 2 attests to the ongoing need for detailed case studies to be reported, particularly from the perspectives of implementers. While a small number of Australian studies were identified prior to the commencement of this study, reports of these studies either did not contain accounts of implementation initiatives generated externally to schools, or they did not furnish accessibility to the richness of data contained in this thesis. What was not readily accessible was a detailed account of a policy process in Australia, or specifically in Tasmania, with the richness of data embedded in an extensive review of the extant literature as is presented in this thesis. The presentation to education policy actors, including those in the Australian context, of the opportunity to read an account of a local policy process offers the prospect for indirect experience that might stimulate reflection on their own experiences, stances and contexts. It is hoped that such reflection might lead to considerations of generalisations each reader might see fit to develop and use to inform the enhanced use of increasingly scarce resources and progress towards improvements in policy processes.

The findings in this study provide insights that are apparently unique and they are based on, in part, the emphasis on presenting and analysing responses from policy actors who characteristically have responsibility for policy implementation and who typically report being excluded from opportunities to influence the development of the policy. Active consideration of these reported insights by a broad range of policy actors—teachers, school communities, departments of education, policy makers and others who influence policy—may inform improvements in the policy implementation process.

In particular, the major focus of this study on an examination of several instances of school-level structures and supports for teachers, and its consideration of recommendations made by school-level personnel to increase effective policy implementation contribute to the potential of this study to enhance policy outcomes. A distinctive aspect of this thesis is the potential contribution to the broader policy process. A major focus on implementation was maintained in this study, however, an extensive view of the trajectory of the policy was adopted in the researcher's pursuit of understandings that might inform and underpin aspects of future policy implementation.

1-6 Structure of the thesis

This thesis includes seven further chapters, together with a set of attachments consisting of a list of references and a set of appendices. The remainder of the thesis comprises the following:

Chapter 2: The literature review

A review of extant literature that examines the area of education policy is presented in *Chapter 2*. The primary focus of this chapter on policy implementation is set against a backdrop of the broader education policy process. Specific consideration is given to the intricacies of the policy process attributable to the need for reliance upon communication amongst a range of policy actors who bring a diverse range of perspectives to the policy process. Furthermore, these policy actors interact with, and contribute to, the unique cultures in each of the schools in which implementation occurs.

Chapter 3: The research methodology

Chapter 3 describes the selection of the research approach and the various data gathering strategies adopted, and details the procedures used in the research methodology selected for this study. The research involved qualitative data gathering undertaken with policy actors who worked at multiple-sites and a search and analysis of a range of printed material pertaining to the development and implementation of the policy. The process involved in developing the research instruments and the procedures involved in gaining approval and conducting the research are detailed. This description is complemented by the provision of an outline of the demographic nature of the study's participants, accompanied by information relating to how the participants were identified and recruited.

The researcher accepted the perceptions of the participants in this study as to what had, or had not, been achieved in policy implementation. The subjectivity of participants' reports must be acknowledged; however, recognition of subjectivity must be moderated by appreciation of the circumstance in which participants' expressions of their thoughts and actions "structure and help reproduce the very social worlds within which both respondents and investigators live and work" (Halpin, 1994, p. 198). Although clearly subjective, participants' reports were accorded priority over an external observer's perceptions. In part, this weighting occurred because of the lack of time available for the researcher to observe in schools and, importantly, in part, on account of the more comprehensive understandings of teachers and principals in each school culture and context than the researcher could expect to develop. Subsequently, in Chapter 3, the procedures both for data gathering and for analysis of the data are explained.

Chapters 4, 5, 6 and 7: The results

The results of this study are presented in *Chapters 4 to 7*. A range of policy actor participants are given voice in the reporting of the rich data and subsequent analysis and findings. Teachers' voices are "sponsored" (Goodson, 1997, p. 142) in the presentation

of their reports that are central in Chapters 6 and 7. The experiences and observations of the study participants are discussed and similarities and variances in these are identified and examined. Policy actors' perspectives of influences in this case of policy, and the resultant effects, were analysed and are reported in preparation for identifying suggestions that are offered to inform future policy development, implementation and evaluation in Chapter 8.

Chapter 8: Discussion

Chapter 8 comprises discussion and suggestions underpinned by the results reported in Chapters 4, 5, 6 and 7. Presentation of this chapter mirrors the conceptual framework and research questions. Analyses of the material located as a result of a search of the printed media, and available official documents, in conjunction with policy actors' written and verbal reports are drawn together in this chapter in preparation for identifying main themes that are discussed. Suggestions are made in relation to the development, implementation and evaluation of policy. A notable aspect of the suggestions is the model for effective support for implementation developed with data from some study participants. In conclusion, it is contended that those who make educational policy and those who enact it should be encouraged and supported to conceptualise and enact their respective roles with a richer understanding of the realities of each other's work. Strengthening the policy process in this way is crucial based on the principle that the ultimate aim of improving the policy process is the enhancement of students' learning.

The attachments

The attachments complete this thesis. The first attachment is the list of references for all sources cited throughout this thesis. Appendices that illustrate essential detail of this thesis comprise the remaining attachments. Specifically, the appendices include examples of the ethics materials and the letters inviting participation in the study, the data and data analysis to illustrate the research methodology: copies of interview

questions and questionnaires, and samples of printed media reports and documents analysed; examples of coding, both of interviews and printed material; and a sample of a “code web” instrument developed to assist in identifying common threads across data sources.

Chapter 2 Literature Review

Introduction

The focus of this thesis is on one instance of education policy process in Tasmania, Australia. Central to the report of the study are first, the implementation of a professional development program with a group of teachers in one education region, and second, the perceptions of a sample of these teachers at the time of the implementation in schools. Implementation in this instance occurred following an announcement by the Minister for Education in a context of pressure from members of the public and the education community and input from Ministerial advisers. In this study “micro-level realities” that arose from “macro-level concerns” (McLaughlin, 1990, p. 14) were examined.

Previous case studies

Prior to assuming a structure that facilitates analysis and synthesis of the literature related to each of the four research questions, a summary of published research prior to the commencement of this study, related to case studies of policy implementation, is presented.

Several searches were conducted, prior to 1995, using on-line databases including: Austrom: AEI (Education), Ovid Citations, and Cambridge Scientific Abstracts. The results pointed to few accessible case study reports of education policy undertaken in any country, particularly studies showcasing teachers’ perspectives during implementation, and especially teachers’ feedback about the policy process. An overview of education policy case studies able to be located by the researcher and published prior to 1995 at the time electronic searches were performed is presented in Appendix A (Tables A1 – A4).

A substantial collection of literature has been published in the broad areas of the public policy process, education policy and school change. Findings related to teachers and policy implementation have received considerable attention, however, *case studies* in which *detailed* data and findings related to implementation and teachers' perspectives of policy implementation were not found during the researcher's investigation of the literature. Indeed, Halpin's (1994) examination of power and education policy research reported the propensity for the research to focus on accounts from policy actors with more influence rather than policy actors with less influence and choice.

Young (1999) more recently has reiterated the need for less traditional policy research. Ball (1994b), too, has advocated the need to pursue policy studies that attempt to understand policy in its political and economical contexts and accordingly that comprise more than "bits and pieces" of policy (p. 119). Moreover, Gale (1999) has highlighted the characteristic failure of policy analysts to provide anything more than "an account of [the] relationship [between policies and their respective contexts] beyond references that are fleeting and unenlightening" (p. 398).

Of the small number of case studies located by this researcher few Australian studies and none specific to Tasmania were found. In these publications the authors' findings addressed a range of issues, for example, the importance of the antecedent phase of policy, requirement for time and support to implement change, clear and open communication, conflicts between political and administrative agendas, the importance of leadership, the importance of teachers' perspectives, the mediation of policy objectives, the importance of collaboration, and the disparity between articulated and actual policy.

Outline of Chapter 2

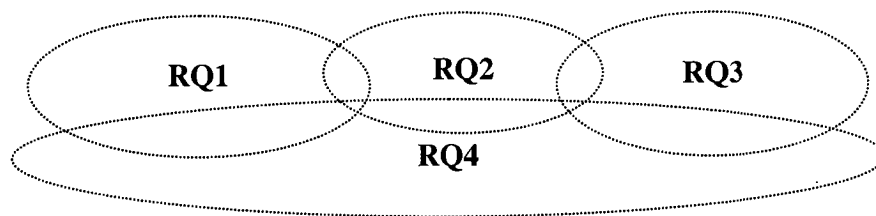
In this chapter literature related to the public policy process is reviewed prior to narrowing the focus on, and examining dimensions of, the milieu in which education policy implementation occurs. Following the provision of a backdrop of public policy in a democracy, the structure of this chapter largely parallels the conceptual framework

within which the study's research questions are located (see Chapter 1). Much of the literature makes reference to global contexts; although the Australian context, including the Tasmanian situation, features some idiosyncrasies, generally it reflects global trends.

Each of Research Questions 1, 2 and 3 addressed discrete elements of the policy model presented in Chapter 1 (Figure 1-3, p.19). Simplification of the policy process assists analysis; in practice, however, policy phases are interwoven, indistinct and comprise unique histories (Bridgman & Davis, 2000; Considine, 1994).

Research Question 4 entails a convergence of the perspectives, offered with benefits of hindsight, of some of the school level policy implementers in this study with the literature reviewed for Research Questions 1, 2 and 3 (previously illustrated in Figure 1-2) and adopts a viewpoint particularly related to teachers' perspectives, roles and expertise in addition to presupposing a merger of aspects of the three preceding research question. Figure 1-2, originally presented on p. 18, is repeated to assist the reader.

Figure 1-2 The relationship between the four research questions



Specifically then, the literature related to each of the research questions is presented in sections in Chapter 2 as follows:

- 2-1 Literature relating to Research Question 1
- 2-2 Literature relating to Research Question 2
- 2-3 Literature relating to Research Question 3
- 2-4 Literature relating to Research Question 4

The final research question differed from the first three questions in that it sought to obtain data informed by hindsight and reflection on participants' perceptions of the entire policy process that might offer insights to future policy processes. The interrogation of Research Question 4 offered an opportunity to develop themes that emerged from the analysis of Research Questions 1, 2 and 3. The analysis of Research Question 4, therefore, is informed by the literature reviewed for Research Questions 1, 2 and 3. Therefore, a brief summary of the previously presented literature, rather than the introduction of new literature, comprises Section 2-4.

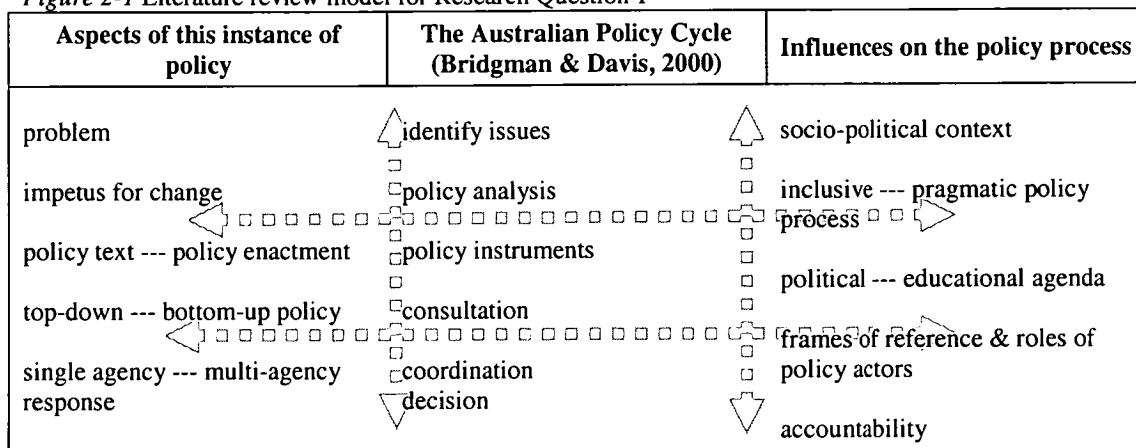
The contextual uncertainties that mediate public policy were as influential in the example of policy on which this study focused as they were evidenced in the broader literature on public policy. Accordingly, in order to delineate a backdrop for this study of education policy, the review of noteworthy literature in part describes the broader public policy context and associated phenomena.

2-1 Literature related to Research Question 1 (including an introduction to public policy)

Research Question 1—*Describe the trajectory of the policy that led to the announcement of the Key Teacher (Behaviour Management) Program*—entailed an investigation of the history of the policy in order that its development was mapped to the time of the Ministerial announcement. The literature relating to the policy process, with regard to public policy in a democracy and education policy making in general, is examined in Section 2-1. The literature review model for Section 2-1 is illustrated in Figure 2-1.

Each of the models (presented in Figures 2-1, 2-2, 2-3 & 2-4) for the four sections (2-1, 2-2, 2-3 & 2-4) appears as a linear model for straightforwardness of presentation only. The two-headed arrows are used to indicate that the elements of the education policy process, in reality, are interconnected.

Figure 2-1 Literature review model for Research Question 1



The components of Figure 2-1 are reflected in Table 2-1 which introduces a list of the four Sub-sections (2-1-1 to 2-1-4) that informed the writing of Section 2-1. Each of these four sub-sections is introduced with a table that lists, in broad terms, the literature reviewed. The text examines some of the main issues relevant to this study and cites some of the more relevant literature.

Table 2-1 An overview of literature themes related to policy development and initial implementation of policy at a system level

Sub-section	Sub-theme
2-1-1 (Table 2-2)	The socio-political context—influences and policy actors
2-1-2 (Table 2-3)	Inclusive versus pragmatic policy processes
2-1-3 (Table 2-4)	The iterative nature of policy
2-1-4 (Table 2-5)	Political, economic and educational agendas

2-1-1 The socio-political context—influences and policy actors

Table 2-2 Sub-theme 2-1-1: The socio-political context—influences and policy actors

Sub-theme 2-1-1	Author/s, Date
Influences embedded in the socio-political context, education intertwined with social fabric	Berman & McLaughlin, 1978; Bridgman & Davis, 2000; Cohen & Barnes, 1993; Conley, 1997; Considine, 1994; Crump, 1990; Datnow & Castellano, 2000; Fuhrman, 1994; Good, 1996b; Goodson, 1997; Hall & Hord, 1987; Hennessy, 1986; Hopkins & Levin, 2000; Howlett & Ramesh, 1995; Kingdon, 1984, 1995; Kogan, 1978; Lieberman, 1995; Marginson, 1993; Nespor, 2002; Parsons, 1995; Porter, 1993; Robertson, 2000; Taylor, 1999; Weiler, 1990
The critical nature of roles / expertise / perceptions of a range of policy actors	Berman & McLaughlin, 1978; Bowe & Ball, 1992; Clarke, 1992; Considine, 1994; Darling-Hammond, 1994, 1995; Edwards & Wayne, 1994; Goddard, 2004; Helsby, 1999; Hogwood, 1992; Hogwood & Gunn, 1984; Huberman & Miles, 1984; Jaensch, 1997; Jenlink et al., 1998; Kogan & Hanney, 1999; Lindblom & Woodhouse, 1993; Ozga, 2000; Radford, 2000; Taylor et al., 2000

Policy decision-making is subject to a range of pressures that emerge from the socio-political context in which policy unfolds; ignoring this premise limits understanding of policy. These pressures are mutually dependent on the perceptions, thinking and behaviours of all policy actors. Ministers have to deal with simultaneous pressures from their parliamentary colleagues, the bureaucracy and members of the community, and specifically in the case of the education portfolio, teachers, principals, parents, education unions and professional associations, politicians from the opposition parties, and members of the public who express an interest in education affairs (Hennessy, 1986). The media provides platforms for the public to express and to broadcast their views (Bridgman & Davis, 2000; Good, 1996b). An ongoing process of competition amongst issues and lobbyists brings some issues to the surface sufficiently to secure their location on the political agenda (Bridgman & Davis, 2000).

In policy deliberations, what Considine (1994, p.105) terms “rational calculations” are no more important than “inherited perceptions of needs and preferences”. Indeed, Schools operate in an environment based on mutual respect of all community members’ roles and contributions (Darling-Hammond, 1995; Jenlink, Reigeluth, Carr & Nelson, 1998; Radford, 2000). Importantly for educators, however, the possible influence of the pedagogy experienced by future policy-makers during their own schooling, and policy makers’ typically didactic style of communication with teachers, deserves consideration given the power of policy makers on future education provision (Cohen & Barnes, 1993). Education professionals, however, are not amenable to “smooth” (Clarke, 1992, p. 228) top-down implementation as may occur in some other professions.

Issues emanating from examining the topic of human influences on the policy process underpin the problem of achieving optimum juxtaposition between an inclusive policy process and a process that is realisable within a practical timeframe.

2-1-2 Inclusive and pragmatic policy processes

Table 2-3 Sub-theme 2-1-2: Inclusive and pragmatic policy processes

Sub-theme 2-1-2	Author/s, Date
Advantages and disadvantages of an inclusive policy approach	Bishop & Davis, 2001; Bollen, 1996; Bridgman & Davis, 2000; Burch & Wood, 1990; Caine & Caine, 1997; Education Policy Response Group, 1999; Edwards & Wayne, 1994; Gewirtz & Ozga, 1990; Gilmour, 1992; Good, 1996b; Holdaway, 1982; Kingdon, 1984; Kogan & Hanney, 1999; Lindblom & Woodhouse, 1993
Disparity between democratic practices and best outcomes	S.J. Ball, 1990; Bottery, 2000; Bridgman & Davis, 2000; Carr & Hartnett, 1996; Gewirtz & Ozga, 1990; Gutmann, 1987; Hogwood & Gunn, 1984; Jaensch, 1997; Rein, 1983; Sabatier & Mazmanian, 1979; Zigarmi et al., 1978
Policy texts negotiated and mediated by policy actors	Allington & Woodside-Jiron, 1999; Codd, 1999; Davis et al, 1988; Hill, 1997; Lieberman, 1995; Pressman & Wildavsky, 1973; Witte, 1990
Need for acknowledgement of the increasing influence of a range of policy actors on the educational policy process	Bowe & Ball, 1994; Burke, 1992; Cairney et al., 1995; Conley, 1996; Cook et al., 2000; Evans, 1996; Goddard, 2004; Hargreaves & Fullan, 1998; Marginson, 1993; Parsons, 1995; Pressman & Wildavsky, 1973; Robertson, 2000; Siskin, 1994; Spillane et al., 2002
Frames of reference of policy makers and of policy enactors	Ball, 1999; Brown, 1990; Brown et al., 2000; Cohen & Spillane, 1993; Considine, 1994; Davis et al., 1988; Gregory, 1989; Howlett & Ramesh, 1995; Hoy & Miskel, 1987; Maguire & Ball, 1994; Spillane et al., 2002; Wallace, 1998
Policy text & enactment, inevitable discord, variety of outcomes	Ball, 1999; Darling-Hammond & McLaughlin, 1996; Fuhrman, 1994; Hill, 1999; Hodder, 1994; Pauly, 1991; Simon, 1976; Tyack & Cuban, 1995
Exclusively <i>top-down</i> approach problematic	Braithwaite, 1993; Calderhead, 2001; Darling-Hammond, 1995; Darling-Hammond & McLaughlin, 1999; Eaker et al., 1992; Education Policy Response Group, 1999; Elmore, 1980; Fullan, 1991, 1994; Gewirtz & Ozga, 1990; Howlett & Ramesh, 1995; Hyde & Pink, 1992; Lieberman, 1996; Louis et al., 1999; Morris et al., 2000

The impasse between expediency and aspiration to achieve true democracy has accompanied theoretical debate from the times of Plato until the present. Gutmann (1987) highlighted the vital contribution made by “our inevitable disagreement over educational problems” in a process that guarantees communities’ principles and priorities receive greater attention than do the views of “educational experts” (p. 11). For several decades, burgeoning demands from citizens to be consulted in the policy-making process (Good, 1996b;) and widespread claims of educational expertise stemming from the public’s experiences as school students (Caine & Caine, 1997) have led increasingly to a stronger public voice in public education policy.

Centrally-based authority, therefore, has to respond to the opinions of members of school communities, the media and the political party agenda. The Tasmanian Education

Department's rhetoric suggests that appropriate participation, involvement and consultation with the range of school community members (DEA, 2000), however, this inclusive stance is mediated by contextual influences and translates into a "prevailing milieu of control politics" (Cuttance et al., 1998, p. 148) in Tasmania.

The propensity of governments to legislate for policy outcomes does not reflect current understandings of an iterative and mediated policy process (Braithwaite, 1993; Elmore, 1980; Fullan, 1994). Policy texts cannot impose solutions to problems (Fuhrman, 1994): they generate rather than prescribe conditions. Power in the policy process does not reside exclusively with policymakers (Elmore, 1980; Howlett & Ramesh, 1995) who need to demonstrate increased awareness of the needs, interests and concerns of those on whom they depend for policy enactment (Davis, Wanna, Warhurst & Weller, 1988). Therefore, policy makers' unfamiliarity with specific circumstances of implementation presents challenges (Fullan, 1991) that can be addressed by, first, communicating *with* policy implementers about policy (Bowe & Ball, 1992; Burke, 1992); second, viewing themselves (policy makers) as having as much to learn as they expect others to learn (Cohen & Spillane, 1993); and third, understanding better how their policy-making may contribute to the provision of a supportive environment for teacher-learning (Rosenholtz, 1991). Individuals and individual schools bring differing influences to enactment of policy. Indeed, the identification of what constitutes worthwhile innovation outcomes differs among policy actors (Ball, 1999).

The inevitability of a range of interpretations arises because it is in the writing and the reading of policy in diverse contexts that "a text is...given new meanings, often contradictory and always socially embedded" (Hodder, 1994, p. 394). Accordingly, policy texts typically can only articulate circumstances that provide broad direction for implementation thereby enhancing their appeal to the community. Policies and politicians are more at risk of scrutiny and criticism when policy texts are more defined and feature "measurable formulation" (Jones, 1992, p. 243).

The iterative nature of policy is, brought about, in part, by its mediation by a range of policy actor groups (Hill, 1997). Involvement of many people, however, may become unwieldy (Edwards & Wayne, 1994). Additionally, self-interest guides policy actors in their dealings with each other, often negatively (Allington & Woodside-Jiron, 1999; Davis et al., 1988). The dilemma of policy communication is epitomized in a somewhat old but not out-dated statement that “only in the case where the man [*sic*] who is to carry out a decision is also the man best fitted to make that decision is there no problem of communication” (Simon, 1976, p. 156).

An expansion of policy actors’ understanding of policy ingredients, therefore, is pivotal to shaping a “more intelligent and more democratic policy making process” (Lindblom & Woodhouse, 1993, p. 12). Indeed, a mutually respectful atmosphere in which the expertise of a wide range of stakeholders is employed increases the effectiveness of education policy in the classroom and reduces the likelihood that policy actors will act impersonally and impartially. Outcomes commensurate with the initial agreement by policy actors related to the existence of problems are unlikely to occur despite policy actors’ united stand on the need to address a reform issue’s substance (Howlett & Ramesh, 1995). Policy makers and policy actors typically encounter a mutually experienced sense of frustration (Considine, 1994). Indeed, it is possible that the *right* problems may not be identified (Zigarmi, Goldstein & Rutherford, 1978). Schools’ “embeddedness in the larger, turbulent community of educational policymakers” (Siskin, 1994, p. 138) adds to the complexity of education policy. Moreover, policy intricacy is amplified by its iterative nature.

2-1-3 The iterative nature of policy

Table 2-4 Sub-theme 2-1-3: The iterative nature of policy

Sub-theme 2-1-3	Author/s, Date
Policy is iterative and contested, multiple forms of one policy ensue	S.J. Ball, 1990, 1994a, 1999; Bowe & Ball, 1992; Bridgman & Davis, 2000; Carnoy & Rhoten, 2002; Codd, 1999; Cusick & Borman, 2002; Education Policy Response Group, 1999; Gardner & Williamson, 2005; Gewirtz & Ozga, 1990; Hill, 1997; Honig & Hatch, 2004; Lingard & Garrick, 1997; Lowham, 1995; Ozga, 2000; Taylor et al., 1997; Williamson & Galton, 1998; Woods & Wenham, 1995
Policy does not conform to a logical and predictive model	Bridgman & Davis, 2000; Fullan, 1993; Helsby, 1999; Lindblom & Woodhouse, 1993; Morris, 1999; Rein, 1983; Rist, 2000; Steinle, 1982

Table 2-4 cont. Sub-theme 2-1-3: The iterative nature of policy

Sub-theme 2-1-3	Author/s, Date
Policy enhanced when making and implementing policy are somewhat reliant on each other	Bowe & Ball, 1992; Bridgman & Davis, 2000; Codd, 1996; Considine, 1994; Fitz et al., 1999; Fuhrman, 1994; Hill, 1997; Howlett & Ramesh, 1995; Lindblom & Woodhouse, 1993; Lingard, 1996; Mawhinney, 1995; Pressman & Wildavsky, 1973
A range of actors exerts varying levels of both direct and indirect influence on policy making	Bowe & Ball, 1992; Considine, 1994; Cusick & Borman, 2002; Darling-Hammond, 1994; Hogwood, 1992; Hogwood & Gunn, 1984; Jaensch, 1997; Kogan & Hanney, 1999; Lindblom & Woodhouse, 1993; McCulloch, 1998; Taylor et al., 2000

Policy texts are negotiated and mediated by policy actors who face varying constraints of time, and differing frames of reference and prior experience (Wallace, 1998); “multiple operational forms” (Lowham, 1995, p. 111) of enacted policy ensue. Therefore, when policy processes are underpinned by the transformation of values into practice they are particularly difficult to enact (Radford, 2000). The inevitable resultant discord between policy text and enacted policy is pre-empted by a situation characterized by a “trialectic of dominance, resistance and chaos/freedom” (Ball, 1994a, p. 11).

In education policy contexts, it is not a matter of which arena is more important, classroom, school, or community, but rather the realisation that resistance by policy actors at *all levels* of the system to progressive educational policy is typical (Gardner & Williamson, 2005; Lingard & Garrick, 1997; Williamson & Galton, 1998). Accordingly, policy actors at all levels of the education systems need to work in a coherent manner to identify links between school priority and policy goals; district-level support of schools’ work is crucial (Honig & Hatch, 2004).

Achieving a balance between inclusive and exclusive policy practice poses a real challenge. Several factors—the inability to define perimeters, points of inception and closure; absence of any clear-cut processes; and, the lack of evidence that policy conforms to a logical and predictive model—characterise the intricacy of policy. The drawing of a clear distinction between policy making and policy implementation places realisable policy in jeopardy by promoting the occurrence of symbolic policy (Hill, 1997; Lingard, 1996). A pragmatic policy process, therefore, acknowledges conflicting

values and competing interests, and is enhanced when making and implementing policy become somewhat reliant on each other.

An apparent increase in the complexity of the change forces at work in education, evident in both the global and Australian contexts, is demonstrated by first, increasing politicisation of education; and second, one-dimensional approaches to policy making. A variety of agendas—political, economical and educational—and associated issues, therefore, contribute to the complexity of the policy process.

2-1-4 Political, economic and educational agendas

Table 2-5 Sub-theme 2-1-4: Political, economic and educational agendas

Sub-theme 2-1-4	Author/s, Date
Mounting impetus for educational change, globally and in Australia	Borman et al., 1995; Brown, 1989; Calderhead, 2001; Carnoy & Rhoten, 2002; Churchill, 1998; Churchill & Williamson, 1999; Geijsel et al., 2001; Levin, 1998; Robertson, 1996; Senge et al., 2000; Wallace, 1998; Walsh & Carter, 1995
Time frames for agendas	Hogwood & Gunn, 1984; Levin, 1991; Rist, 2000; Taylor et al., 2000
Origins and goals of political and education agendas	Ball, 1994a; Birch & Smart, 1990; Cohen & Barnes, 1993; Corbitt, 1997; Fuhrman, 1994; Fullan, 1994; Gilmour, 1992; Hill, 1997; Hogwood & Gunn, 1984; Kirst & Bulkley, 2000; Levin, 1991; Ormerod, 1997; Porter, 1992; Quade, 1982; Rist, 2000; Steinle, 1982; Taylor et al., 2000; Tyack & Cuban, 1995; Wiske & Levinson, 1993; Wong et al., 1996
Single-agency/multi-agency responses	Bridgman & Davis, 2000; Clarke, 1992; Howlett & Ramesh, 1995; Richards, 1997
School-based management	Apple, 1996; Beare & Boyd, 1993; Caldwell, 1993; Dale, 1993
Economic circumstances increasingly influence educational agenda	Churchill & Williamson, 2004; Frost et al., 2000; Gregory, 1989; House & Lapan, 1997; Knight & Lingard, 1997; Levin, 1998; Proudfoot, 1998
Heightened role of minister and government in taking over policy direction	Bessant, 1980; Brown, 1989; Caldwell, 1993; Conley, 1997; Cuttance et al., 1998; Davis et al., 1988; Dery, 1984; Dudley & Vidovich, 1995; Jaensch, 1992; Knight & Lingard, 1997; Reid, 1998; Rose, 1989
Symbolic consultation	Caldwell, 1993; Cuttance et al., 1998; Fullan, 1997; Harrop, 1992; Whitty et al., 1998
Inseparability of education and politics	Bowles & Gintis, 1976; Ginsburg, 2000; Kogan, 1978; Smyth, 1995; Tyack & Cuban, 1995
Identifying complex social problems; addressing with simple solutions	Bascia & Hargreaves, 2000; Bridgman & Davis, 2000; Calderhead, 2001; Davis et al., 1988; Kingdon, 1995; Sikula, 1996; Spillane et al., 2002; Taylor et al., 2000
Escalation of challenging student behaviour	Borko & Putnam, 1995; Calderhead, 2001; Corcoran, 1990; Gardner & Williamson, 2004; Jones, 1996; Lieberman & McLaughlin, 1996; MacBeath & Galton, 2004; Sergiovanni, 1996; Sikula, 1996
Accountability including for policy enactment	Brown, 1989; Caldwell, 1993; Conley, 1997; Cuttance et al., 1998; Davis et al., 1988; Elmore, 1980; Good, 1996b; Hargreaves, 1994; Ingvarson, 2001; Jaensch, 1992; Levin, 1998; Macpherson, 1997; Rose, 1989

Politicians are predisposed to respond to “real and pressing” (Steinle, 1982, p. 8) issues by superimposing their “frame of reference on reality” (Dery, 1984, p. 4). When an issue becomes “fashionable” and pushes open a “window” (Hogwood & Gunn, 1984, p. 68) decision-makers “reach into the policy stream for an alternative that can reasonably be seen as a solution” (Kingdon, 1995, p. 174). An exigency of “finding an easy answer and producing results” (Taylor et al., 2000, p. 23) develops, although, as Harrop (1992, p. 278) stated, the “preference of governments for quick, conspicuous results” may provide “first aid [that] does help the morale of the patient”. This tendency for finding resources and deciding upon strategies in order to respond *after* a problem has emerged, rather than taking action before circumstances reach problem status, is characteristic of the liberal democratic state and of the structures that fragment it (Harrop, 1992).

Seeking political advantage in decision making is promoted by the Westminster system. Therefore affordable, manageable and speedy implementation, and easy access to publicity, facilitates politicians’ desire to “claim credit with constituents” (Cohen & Barnes, 1993, p. 260) and assists their aspirations to retain their political standing. While the plausibility of influences of “political impatience and expediency” (Fullan, 1994, p. 187) is acknowledged, compatibility between education and political agendas is not usually evident (Rist, 2000; Tyack & Cuban, 1995; Wong, Dreeben, Lynn, Meyer & Sunderman, 1996). Moreover, the inevitable variations between agendas and the intentions behind policy text and the realities of implementation open up opportunities for “re-forming and re-interpreting” the texts; political and legislative acts do not signify the end of policy development (Ball & Bowe, 1991, p. 23).

The need for change in the Australian schooling context has been clearly articulated (Robertson, 2000) however, change in the day-to-day life of classrooms essentially is the aim of educational policy, perhaps the only educationally justifiable aim (Tyack & Cuban, 1995; Wiske & Levinson, 1993). Indeed, it is unrealistic to expect that teachers and schools might solve problems over which they have little control nor the capacity to deal with (Dinham & Scott, 2000). In a system where governments remain largely unaudited (Davis et al., 1988) strategies employed by politicians are “based on

assessments of political advantage” (Kirst & Bulkley, 2000, p. 540). Furthermore, Tasmanian education policy processes are increasingly characterised by heightened ministerialisation of education policy wherein the personal priorities and preferences of ministers increasingly have become dominant in the policy process during the last two decades. For example, personal contributions by one minister of education featured in landmark policy documents in the mid-1980s and advice from the minister’s advisory group, based on broader input, was frequently ignored in the early-to-mid-1990s (Cuttance et al., 1998).

All too commonly it is the bureaucrats who are responsible for elaborating policy who are scrutinised, while politicians are exempted from a corresponding “collective responsibility” (Knight & Lingard, 1997; Wong et al., 1996). Additionally, the co-existence of the Australian federal and state systems of government serves to compound the pressures on politicians to safeguard their interests and assures that governments remain largely unaudited (Davis et al., 1988).

Furthermore, in the education policy arena, responsibility for social problems typically is consigned, in the form of policy implementation, to schools, the curriculum, and pupil-teacher relations (S.J. Ball, 1990; Knight & Lingard, 1997). Accordingly, increased focus on the potential for participatory policy processes and the engagement of the good will and energy of teachers is crucial (Gray et al., 1999; Knight & Lingard, 1997; McLaughlin, 1991).

Tasmanian Education Department documentation published during the last decade accords recognition to local decision making as a means of heightening commitment and promote accountability. This has developed to the point of, in the Department’s words, “fully” involving and consulting teachers who are “all too often...not...regarded as key players in educational policy and program development” (DEA, 2000, p. 15). While official documents underline the importance of consultation with local policy actors, increasingly the real locus of decision making is retained centrally, and symbolic consultation—during which those with responsibility for policy implementation

typically believe they have been *heard* but not *listened to*—normally occurs. In this regard, Tasmania possesses many characteristics in common with global trends. The gap between rhetoric and actuality threatens the policy process; consultation employed as a “motivational strategy” (Calderhead, 2001, p. 796) typically is detrimental to policy outcomes.

The increasing gap between “student subculture” and “culture of the school itself” (Sergiovanni, 1996, p. 60) and the escalation of incidents of challenging student behaviour faced by teachers provides a strong motivator for teachers’ learning (Corcoran, 1990; Lieberman & McLaughlin, 1996). Inappropriate student behaviour is an example of a complex and entrenched social problem that necessitates broad-based social strategies that draw on a multi-agency approach. Such a comprehensive strategy typically results in an unworkable scenario in which problems arise with communication, resource allocation and ultimate responsibility (Clarke, 1992; Harrop, 1992). In contrast, identification of a single agency with “relevant experience and commitment” (Howlett & Ramesh, 1995, p. 156) is more likely to promote successful policy enactment than a multi-agency approach. Simple answers, however, are unlikely to address convoluted problems. Accordingly, the delineation of issues related to the emergence of social problems and identification of enduring strategies to address social issues typically remain unrealisable challenges.

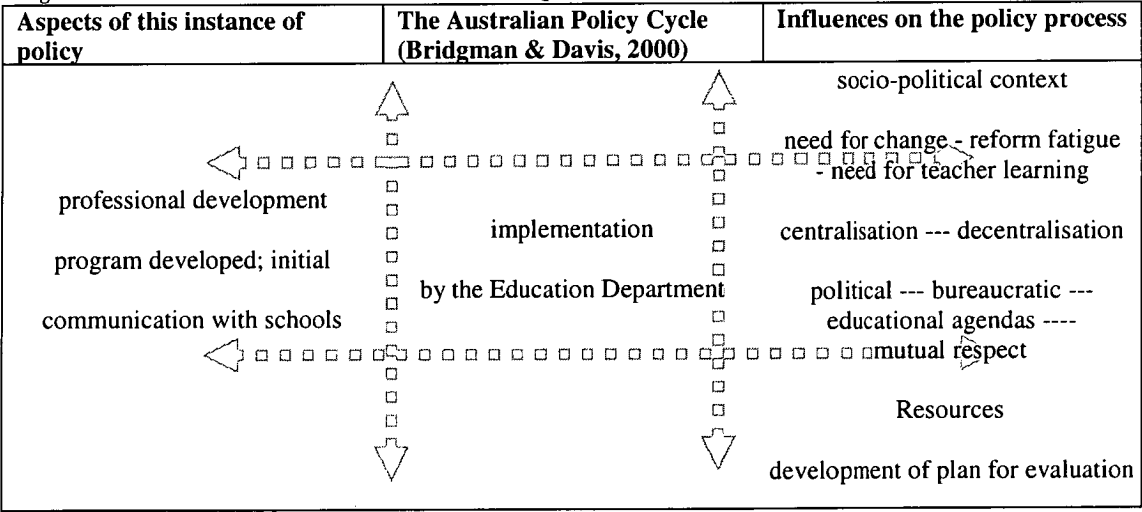
Several tensions, therefore, pull at the threads of accountability; first, the restricted ability of policy actors with primary responsibility for one policy phase to influence policy actors accountable for another phase; second, the capacity of “public organizations as a whole to influence private behavior” (Elmore, 1980, p. 604); and, third, the moral dimension of decision making in which respect, genuine empowerment and strategies focused on long-term learning are precursors to an expectation of accountability (Macpherson, 1997).

2-2 Literature related to Research Question 2

Research Question 2—*Describe the development and initial planning for the Key Teacher (Behaviour Management) Program prior to the implementation of the professional development program with teachers*—entailed an investigation of influences on the development of the professional development sessions in order to map the early implementation of the policy from the time of the Ministerial announcement to immediately prior to the commencement, with school personnel, of the KT(BM) Program and specifically the professional development sessions.

Accordingly, a range of issues relating to the potential to engage teachers effectively in the policy process are examined. Figure 2-3 illustrates the literature review model that informed the Section 2-2 literature review in preparation for investigating Research Question 2. Table 2-6 introduces the two key sub-themes and sub-sections (2-2-1 and 2-2-2) that reflect the components of Figure 2-3.

Figure 2-2 Literature review model for Research Question 2



The components of Figure 2-2 are reflected in Table 2-6 which introduces a list of the two sub-sections (2-2-1 and 2-2-2) that informed the writing of this section concerning Research Question 2.

Table 2-6 An overview of literature themes related to policy development and initial implementation of policy at a department level

Sub-section	Sub-theme
2-2-1 (Table 2-7)	Change inappropriately supported, and typically unsuccessful
2-2-2 (Table 2-8)	Agendas: political, bureaucratic and educational, with specific attention to school-based policy actors

2-2-1 Change inappropriately supported, and typically unsuccessful

Table 2-7 Sub-theme 2-2-1: Change inappropriately supported, and typically unsuccessful

Sub-theme 2-2-1	Author/s, Date
Need for fundamental change	Conley & Goldman, 1998; Cuban, 1988; Hargreaves, 1994; Hill, 1997; Marzano et al., 1995; Sarason, 1998
Confused nature of change	Calderhead, 2001; Darling-Hammond & McLaughlin, 1996; Fink & Stoll, 1998; Hargreaves & Fullan, 1998; Honig & Hatch, 2004; Jenlink et al., 1998; Louis et al., 1999; McCullough et al., 2000; Sabatier & Mazmanian, 1979; Taylor et al., 1997
Many reform efforts are ineffective	Cohen & Spillane, 1993; Eaker et al., 1992; Fullan, 1991; Hargreaves & Fullan, 1998; Marzano et al., 1995; Sarason, 1998; Tyack & Cuban, 1995;
Clear policy direction and communication needed; tensions - centralization & decentralization	Bridgman & Davis, 2000; Calderhead, 2001; Hargreaves & Fullan, 1998; Marshall & Peters, 1999; McGaw, 1997; Richert, 1997; Smylie et al., 1999; Weiler, 1990
A plethora of policies	Braithwaite, 1993; Maxwell-Jolly, 2000
Layered policies	Bascia & Hargreaves, 2000; Darling-Hammond 1990; Proudfoot; 1998
Unrelated policies / Competing policies	Ball, 1999; Møller, 2000; Morris et al., 2000; Taylor et al., 1997; Tyack & Cuban, 1995

Despite high levels of expenditure on education during the latter half of the twentieth century, and notwithstanding an articulated desire for educational improvement, the results of many attempts to implement reform reveal an account that is “thick and discouraging” (Sarason, 1998, p. 136). New programs or practices frequently are not actually enacted and therefore make little, if any, difference. The effects on principals and teachers of these reform trends warrant examination in order to set the stage for reporting aspects of this study.

In Australia and globally, government action, together with a mounting public impetus to change the education system, results in school personnel having to implement policy typically from a position of little influence. A plethora of policies has created circumstances in which schools’ attempts to change are regulated, indeed, impeded at times by the need to manage “environmental turbulence” (Braithwaite, 1993, p. 93). Consequently, teachers have to “cope with change rather than enact” (Mintrop & Weiler,

1994, p. 272) policy in a policy milieu that is “fast, changing and confusing” (Taylor et al., 1997, p. 17). Specifically, the early 1990s in Tasmania witnessed what Macpherson (1997, para. 8) described as the prevalence of “paper politics” in which policy documents “flooded the system”. The success of change initiatives has been mitigated by the separation of “policy advice and policy implementation functions” (Marshall & Peters, 1999, p. xxvi) and, in part, has heightened policy disorder and the inability of regional offices to support initiatives determined elsewhere with sufficient and requisite financial, knowledge-based and managerial support (Honig & Hatch, 2004). The requirement to cope with the “often piecemeal, ill coordinated, and sometimes contradictory” (Calderhead, 2001, p. 796) nature of change, or superficial tinkering with established practices, obstructs unambiguous communication and leads to hostilities in which “any new mandate tends to get lost in the shuffle” (Sabatier & Mazmanian, 1979, p. 490).

2-2-2 Agendas: political, bureaucratic and educational, with specific attention to school-based policy actors and effects on change and teachers’ workloads

Table 2-8 Sub-theme 2-2-2: Agendas: political, bureaucratic and educational, with specific attention to school-based policy actors and effects on change and teachers’ workloads

Sub-theme 2-2-2	Author/s, Date
Effects of / resultant contradictions of simultaneous decentralisation and centralisation of education; marketisation	Apple, 1996; Birch & Smart, 1990; Caldwell, 1993, 1997; Firestone et al., 1992; Hargreaves, 1994; Hattie, 1993; Helsby, 1999; Hopkins & Levin, 2000; Levin, 1998; McGaw, 1997; Mitchell, 1990; Møller, 2000; Rosenholtz, 1991; Scribner, 1999; Smyth, 1995; Taylor et al., 1997; Thompson, 1998; Whitty et al., 1998
Political/bureaucratic responsibility v. professional knowledge and expertise	Apple, 1996; Bagnall, 2000; Ball, 1999; Beare & Boyd, 1993; Bottery, 2000; Calderhead, 2001; Caldwell, 1993; Goodson, 1997; Hargreaves & Goodson, 1996; Ingvarson, 1994; Lieberman & McLaughlin, 1996; Ozga, 2000; Porter 1993; Reid, 1998; Robertson, 1996
Exponential growth in professional knowledge: need for teacher learning	Considine, 1994; Guskey, 2000; Guskey & Huberman, 1995; Hargreaves & Fullan, 1998; Lieberman, 1994; Lieberman & McLaughlin, 1996; Reid, 1998; Scribner, 1999; Smyth, 1995
Deskilling of teachers through prevalence of bureaucratic and political agendas	Bagnall, 2000; Bottery, 2000; Dale, 1989; Darling -Hammond, 1994; Fink & Stoll, 1998; Guskey, 2003; Harris, 1994; Hattie, 1993; Helsby, 1995; Lingard, 1996; Marshall & Peters, 1999; Nias, 1998; Pauly, 1991; Reid, 1998; Robertson, 1996; Smyth, 1995
Policy actors’ perceptions, needs, attitudes, understandings, experiences, readiness and skills	Bridgman & Davis 2000; Brooks & Grennon Brooks, 1996; Calderhead, 2001; Conley & Goldman, 1998; Dawkins, 1991; Elmore, 1980; Getzels & Guba, cited in Hoy & Miskel, 1987; Hall & Hord, 1987; Starratt, 1993; Waugh, 2000; Zigarmi et al., 1978
Top-down / bottom-up approaches to policy	Berman & McLaughlin, 1978; Darling-Hammond, 1990; Elmore, 1980; Fink & Stoll, 1998; Fitz et al., 1999; Gray et al., 1999; Marsh & Odden, 1990

Table 2-8 cont. Sub-theme 2-2-2: Agendas: political, bureaucratic and educational, with specific attention to school-based policy actors and effects on change and teachers' workloads

Sub-theme 2-2-2	Author/s, Date
Importance of mutual respect	Conley, 1996; Considine, 1994; Fullan, 1994; Jenlink et al., 1998; McCulloch, 1998; McGaw et al., 1992; Radford, 2000; Reid, 1998
Intensification of teachers' workloads / reform fatigue	Churchill et al., 1997; Conley & Goldman, 1998; Darling-Hammond, 1995; Day, 1997; Education Policy Response Group, 1999; Gardner & Williamson, 2004; Gitlin & Margonis, 1995; Harrop, 1992; Helsby, 1995; Lingard & Garrick, 1997; Louis et al., 1999; Parsons, 1995; Poppleton & Williamson, 2004; Proudfoot, 1998; Reid, 1998; Thompson, 1998; Wallace, 1999; Wragg & Partington, 1995

The occurrence of simultaneous decentralization and centralization has amplified the ordeal of working in increasingly incoherent education change environments in which school personnel face a maze of competing roles and competing policies (Hopkins & Levin, 2000). Government rhetoric characteristically points to failing education systems despite sizeable education budgets (Levin, 1998). Importantly, McGaw (1997) highlighted the necessity to clarify exactly which aspects of the system are being decentralised so that “false expectations are not set up on either side” (p. 11). Increases in government direction have diminished teachers' capacity to maintain control over their work (Guskey, 2003; Rosenholtz, 1991) and led to an ensuing amplification of tensions between technical and professional elements of teachers' work (Smyth, 1998). In relation to this dichotomy, Reid (1998, p. 66) argued that the increase in the number of years of pre-service teacher education in reality serves to ensure that teachers “*technically* ‘up-skill’” in order that they develop their capacity to “implement—not shape—...externally determined curriculum programs” (emphasis added). In fact, professional autonomy for teachers peaked during the late-1970s to early-1980s, and continues to influence teachers' perceptions of their work (Gardner & Williamson, 2004). Therefore, an increasing strain between the substance of, in the words of Ingvarson (1994, p.169), “political/bureaucratic responsibility” and “professional knowledge and expertise” occurs. This discordant trend, in which there has been a subversion of any attempted movement towards autonomy and professional control, has commonly had a negative influence on teachers' perceptions of their work.

The nature of change in school contexts has been likened to the notion of “changing a tire while going down the freeway at 90 miles per hour” (Louis et al., 1999, p. 256). In a

chaotic reform context systems and schools typically embark on strategies of an ostensible nature in order to address the need for change; this tendency not to undertake authentic change and the incapacity to do so may lead to further intensification of change.

Indeed, many Tasmanian teachers have reported tensions from an overload of school reforms (Churchill et al., 1997) and continue to report perceptions of stress from an excess of changes (Gardner & Williamson, 2004). Schools and school systems besieged by change are characterised by restructuring, work intensification and overload, reduced opportunities for performance of professional responsibilities, increased cutbacks in resources, and working environments characterised by low levels of trust. The result of these tensions is a “reform fatigue” (Lingard & Garrick, 1997, p. 172).

While there may be agreement on the need for an amalgamation of bottom-up and top-down approaches policy actors seek to maintain the status quo by moderating decisions from the top at every level in the chain of command (Starratt, 1993). Notable reform is achieved by “working from the inside out” (Tyack & Cuban, 1995 p. 10). Twenty-five years ago, Berman and McLaughlin (1978, p. viii), in their seminal study of education change, described a two-way “mutual adaptation” in which programs were adapted to the actualities of *each* school context. In this process recognition was accorded to the roles and expertise of a range of policy actors, each of whom were regarded as making crucial contributions to successful change efforts. Therefore, “a more enabling” (Lingard & Garrick, 1997, p. 174) implementation milieu can only result from a comprehensive overhaul of policy processes.

Teachers characteristically place importance on seeing educational advantages for their professional practice prior to committing themselves to change, and they place greater value on being able to identify positive benefits of proposed change for student learning. Tensions emerge between elements of this professional view and teachers’ increasingly reported perception of the political or administrative character of policy makers’ motivations to bring about change. These tensions contribute to a situation in which

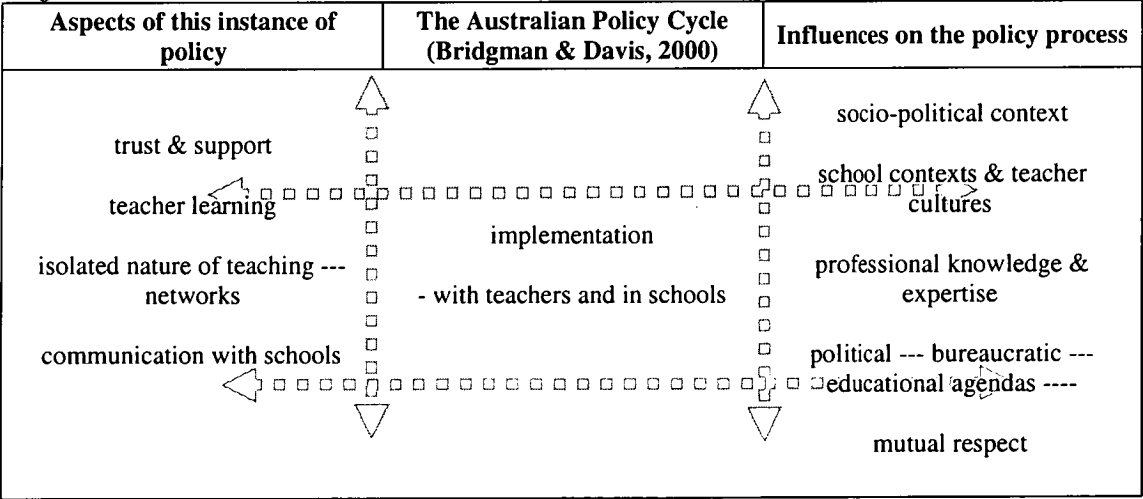
typically “teachers react to change [rather than] initiate it” (Sarason, 1995, p .82) and resentment towards having to do this has created a less amenable group of policy implementers than existed previously (Calderhead, 2001; Dawkins, 1991).

2-3 Literature related to Research Question 3

Research Question 3—*How was implementation into six school contexts of the Key Teacher (Behaviour Management) Program mediated by: the policy process; the broad context of the Education Department; and the particular schools to which it was transferred?*—entailed an examination of a range of data from policy actors and documents in order to describe policy and contextual influences on implementation by teachers in schools. The literature relating to the policy process, with regard to policy and contextual influences, is examined in Section 2-3.

Figure 2-3 illustrates the literature review model for Section 2-3.

Figure 2-3 Literature review model for Research Question 3



Furthermore, the components of Figure 2-3 are reflected in Table 2-9 in which is listed the seven sub-sections and sub-themes (2-3-1 to 2-3-7) that informed the writing of Section 2-3.

Table 2-9 Overview of literature themes related to policy implementation of policy at school level and with teachers

Sub-section	Sub-theme
2-3-1 (Table 2-10)	Agendas: political, bureaucratic and educational
2-3-2 (Table 2-11)	Iterations of policy in school contexts
2-3-3 (Table 2-12)	Principles of teacher learning
2-3-4 (Table 2-13)	Supports for teacher learning
2-3-5 (Table 2-14)	Time and teacher learning
2-3-6 (Table 2-15)	Teacher learning contexts
2-3-7 (Table 2-16)	Leadership and teacher learning
2-3-8 (Table 2-17)	Importance of evaluation of policy and of professional development

2-3-1 Education policy iterations in schools

Table 2-10 Sub-theme 2-3-1: Education policy iterations in schools

Sub-theme 2-3-1	Author/s, Date
Interdependence of context and culture with enacted policy	Angus, 1991; Ball & Bowe, 1991; Bell, 1994; Considine, 1994; Day, 1993; Fink & Stoll, 1998; Fullan, 2001; Hinde, 2003; Honig & Hatch, 2004; Huberman & Miles, 1984; Jenlink et al., 1998; Lortie, 1975; McCulloch, 1998; McLaughlin, 1991; Miller, 1998; Mitchell, 1990; Nias, 1998; Sabatier & Mazmanian, 1979; Scribner, 1999; Senge et al., 2000; Sergiovanni, 1991; Siskin, 1994; Spillane, 1998; Talbert & McLaughlin, 1994; van Tulder et al., 1993; Wildavsky, 1987
Multiple cultures develop in any one school / "Balkanisation"	Firestone & Seashore-Louis, 1999; Hargreaves, 1994; Hargreaves & Evans, 1997; Little, 1990; McLaughlin & Talbert, 1990; Nias, 1998; Pink & Hyde, 1992; Smylie & Hart, 1999
The isolated nature of teachers' work	Darling-Hammond & McLaughlin, 1996; Day et al., 2000; Elmore et al., 1996; Frost et al., 2000; Hawley & Valli, 1999; Huberman, 1993b; Jackson, 1968; Lortie, 1975; Nias, 1998; Smyth, 1995; Stoll & Fink, 1996; Tharp & Gallimore, 1988
Professional socialisation	Lortie, 1975; Goodlad, 1994; Hargreaves, 1994
Policy must generate professional roles for teachers	Borko & Putnam, 1995; Connell, 1985; Darling-Hammond & Cobb, 1996; Darling-Hammond & McLaughlin, 1996; Dawkins, 1991; Hall & Hord, 1987; Honig & Hatch, 2004; Marshall & Peters, 1999; Marzano, 2003; Putnam & Borko, 2000; Robertson, 1996; Sergiovanni, 1991, 1992; Taylor et al., 1997; Thiessen, 1992; Wiske & Levinson, 1993; Woods & Wenham, 1995

The role of school as vanguard of "social coherence, cultural continuity, and economic progress" (Darling-Hammond, 1998, p. 642) typically perpetuates conservative attitudes and forces, constrains critical thinking and analysis, and supports the upholding of societal traditions and maintaining the social fabric. Accordingly, there is the diminishing likelihood of schools adopting a balanced approach to dealing with the opposing pressures of change and protecting tradition. These characteristics often are perceived in teachers as their characteristic unresponsiveness to change, and in schools'

incapacities to reflect societal changes (Sarason, 1996). Two factors add to the complexity of any consideration of cultures: first, the dynamism of policy from which “new consequences” (Wildavsky, 1987, p. 95) emerge from the confluence of circumstances external to a program and its antecedent features; and second, the occurrence of more than one school culture, for example, connected with teaching area, gender, race, and/or social class. These differences in teacher culture may emerge as “balkanisation” (Hargreaves, 1994, p. 213) and influence teachers’ views of change and their capacities to collaborate. This is not to say that culture always must be revered; rather that it is judicious to consider “whether culture is the *means* of reform or the *object* of reform” (Mitchell, 1990, p. 162, emphasis in original).

Teachers’ socialisation into the profession via what Lortie (1975, p. 65) termed “apprenticeships-of-observation” have laid a lasting foundation that embraces: first, simplistic views of teaching, rather than perspectives that embrace, as described by Lortie, the “problematics of teaching”; second, working alone, despite the rhetoric of collaborative practice; and, third, preference for stability, rather than change. Lortie labelled these “individualism”, “presentism”, and “conservatism” respectively (pp. 208-212); these three stances remain influential on contemporary teachers’ work. The confluence of the typical “egg-crate” (Elmore, Peterson & McCarthy, 1996, p. 3) structure of schools and “packed teaching schedules” (Darling-Hammond, 1995, p. 172) influence the cultures and physical environments in which teaching occurs and typically generate settings where teachers teach in isolation from each other (Day, 1999).

These very conditions, described above, currently exist in the Tasmanian context; teachers in Tasmanian government schools have frequently expressed their preference for more opportunities to collaborate as a means to professional development, for less time to be spent on non-teaching administrative activities, and for less change at any one time (Gardner & Williamson, 2004).

The capacity of schools and central offices to assist schools to manage numerous external policy demands effectively requires resources not only for new programs but

for the development of school personnel as “crafters of coherence” (Honig & Hatch, 2004, p. 27). Change strategies that ignore the complexities of a school’s culture are not likely to succeed (Honig & Hatch, 2004). Iterations between school cultures—characterised by leaders’ expectations and support, staff harmony and openness to new ideas—and policy resourced to realistic levels are most likely to lead to “organizational transformation” (Huberman & Miles, 1984, p. 221) in contexts in which there is stability of staff.

Policy, therefore, must generate key professional roles for teachers and structures and environments that support and augment teacher participation and learning in order that teachers “become simultaneously the objects *and agents* of change” (Borko & Putnam, 1995, p. 60, emphasis added). Teacher-membership of groups with responsibility for instigating implementation may reduce teacher criticism of initiatives and heighten teacher professionalisation (Woods & Wenham, 1995). A range of learning principles impacts on the success or otherwise of attempts to engage teachers in professional learning activities. Table 2-11 presents a list of components of Sub-theme 2-3-2 related to principles of teacher learning.

2-3-2 Principles of teacher learning

Table 2-11 Sub-theme 2-3-2: Principles of teacher learning

Sub-theme 2-3-2	Author/s, Date
Interdependence of context and culture with teacher learning	Allen & Glickman, 1998; Berman & McLaughlin, 1978; Borman et al., 1995; Darling-Hammond, 1998; DEET, 1988; Eaker et al., 1992; Feiman-Nemser & Remillard, 1996; Fullan, 1991, 2001; Guskey, 2000; Hopkins & Lagerweij, 1996; Hyde & Pink, 1992; Lieberman, 1994; Little, 1982; Morris, et al., 2000; Scribner, 1999; Smylie & Hart, 1999; Spillane et al., 2002; Talbert & McLaughlin, 1994
Learning embedded in the culture	Fink & Stoll, 1998; Hargreaves, 1992; Hargreaves & Evans, 1997; Joyce & Showers, 1995; Kelleher, 2003; Little, 1992; Maguire & Ball, 1994; Putnam & Borko, 2000; Rosenholtz, 1991; Sarason, 1996; Scribner, 1999
Recognised as integral to the role and development of capacity	Darling-Hammond, 1995; Donohoe, 1997; Gitlin & Margonis, 1995; Hiebert et al., 2002; Hopkins & Levin, 2000; Lieberman, 1996; Little, 1990, 1992, 1993; Louis et al., 1999; Maguire & Ball, 1994; Massell & Goertz, 2002; McCullough et al., 2000; Miles, 1998; Miller & O’Shea, 1996; Sarason, 1990; Scribner, 1999; Smylie, 1995; Tillema & Imants, 1995; Waller, 1932/1984
Adult learning principles	Burns, 1995; Cross, 1981; Knowles, 1990; Merriam & Caffarella, 1991
Facilitating learning	Goertz, 1995; Hall & Hord, 1987; Sarason, 1990
Prelude to resilient change	Evans, 1996; Gitlin & Margonis, 1995; Schein, 1992

Table 2-11 cont. Sub-theme 2-3-2: Principles of teacher learning

Sub-theme 2-3-2	Author/s, Date
Exponential growth of professional knowledge-need for teacher learning	Considine, 1994; Day, 1997; Guskey, 2000; Guskey & Huberman, 1995; Hargreaves & Fullan, 1998; Hiebert et al., 2002; Lieberman, 1994; Lieberman & McLaughlin, 1996; Scribner, 1999; Smyth, 1995
Teachers' preferences: readiness, and perceptions and experiences during learning	Berman & McLaughlin, 1978; Calderhead, 2001; DEET, 1988; Elmore & Burney, 1999; Fullan, 1991; Guskey, 2000; Hawley & Valli, 1999; Huberman, 1993a; Lieberman, 1994; Lingard & Garrick, 1997; Maguire & Ball, 1994; McLaughlin, 1991, 1997; Miller, 1998; Pauly, 1991; Scribner, 1999; Smylie, 1995; Spillane et al., 2000; Wallace, 1999; Zigarmi et al., 1978
Benefits for teachers' professional practice and their students' learning	Borko & Putnam, 1995; Braithwaite, 1993; Brooks & Grennon Brooks, 1996; Churchill et al., 1997; Datnow & Castellano, 2000; Guskey, 2000, 2003; Hargreaves & Fullan, 1998; Hopkins & Levin, 2000; Lieberman & McLaughlin, 1996; Massell & Goertz, 2002; Senge et al, 2000; Smylie, 1995; Thiessen, 1992; van Tulder et al., 1993; Wallace, 1999
Opportunities to: observe, practise, and receive feedback and to construct learning	Darling-Hammond & McLaughlin, 1996; Elmore & Burney, 1999; Eraut, 1994; Evans, 1996; Fullan, 2001; Hawley & Valli, 1999; Joyce & Showers, 1995; Little, 1993; Borko & Putnam, 1995; Stoll & Reynolds, 1997; Timperley & Robinson, 2000
Embracing positive aspects of teaching cultures	Considine, 1994; Hargreaves & Fullan, 1998; Lieberman, 1996
Collegial learning	Berman & McLaughlin, 1978; Conley & Goldman, 1998; DEET, 1988; Eraut, 1994; Fink & Stoll, 1998; Fullan, 1991; Hargreaves, 1991; Hargreaves & Evans, 1997; Hopkins & Lagerweij, 1996; Hoy & Miskel, 1987; Joyce & Showers, 1995; Lieberman, 1994; Little, 1982, 1993; Marzano, 2003; Massell & Goertz, 2002; National Board of Employment, Education and Training, 1993; Nias, 1998; Scribner, 1999; Smylie, 1995; Williamson & Galton, 1998
"Contrived" collegiality	Hargreaves, 1991; Hargreaves & Evans, 1997; Marzano, 2003; Proudfoot, 1998; Smyth, 1995; Williamson & Galton, 1998
Support from school leadership for genuine collaboration	Berman & McLaughlin, 1978; Borman et al., 1995; DEET, 1988; Fullan, 1991, 2001; Guskey, 2000; Hopkins & Lagerweij, 1996; Little, 1982; Nias, 1998; Sergiovanni, 1991; Smylie & Hart, 1999
Collaborative / individual learning practices essential	Clark, 1992; Cook et al., 2000; Hargreaves, 1992; Louis et al., 1999; Schein, 1992
Support and trust are required	Gitlin & Margonis, 1995; Hargreaves & Evans, 1997; Rosenholtz, 1991; Schein, 1992; Schools Council, 1989; Senge et al., 2000; Sergiovanni, 1991; Smylie & Hart, 1999; Smyth, 1998; Thompson, 1998
Unlearning and relearning	Cohen & Spillane, 1993; Darling-Hammond & McLaughlin, 1996; Evans, 1996; Fink & Stoll, 1998; Hickey, 2000; Morris et al., 2000; Stringfield, 1994
Thinking critically, outside existing frameworks	Conley & Goldman, 1998; Hiebert et al., 2002; Lieberman, 1995; Little, 2003; Putnam & Borko, 2000; Sarason, 1996; Senge et al., 2000; Smyth, 1998

Waller's (1932/1984) work has informed understanding of the huge changes demanded of schools and teachers when coping with professional learning and change.

Unsurprisingly several aspects of teachers' learning have received attention in the more recent literature, for example, provision of resources and the actual approaches to delivery of professional learning are recognised as important. Therefore, insufficient provision of funding for teacher learning has been equated to "an invitation to disillusionment" (Sarason, 1990, p. 152). Considerable disparity exists between the

concepts of mandated change and teachers as self-directed voluntary adult learners (Burns, 1995; Knowles, 1990; Merriam & Caffarella, 1991). It has been recognised that teachers prefer “colleague-oriented reference groups, autonomy in decision making and self-imposed standards of control” (Hoy & Miskel, 1987, p. 150). Therefore, invitations to learn, rather than expectations to do so, are more likely to be well-received by teachers, although there is some ambiguity about perceived pressure versus actual pressure in written communications (Bridgman & Davis, 2000; Pauly, 1991). A well-intentioned collaborative approach is essential although “groupthink” (Janis cited in Fink & Stoll, 1998, p. 313), which may lead to people doing “powerfully wrong things together” (Fullan, 2001, p. 254), can erode any benefits of collaboration. Additionally, a genuine approach to collegiality is crucial; “contrived collegiality” characteristically undermines the trust of teachers (Hargreaves, 1991; Williamson & Galton, 1998).

Professional learning must be embedded in the culture of the school and directed at, indeed entrenched in, teachers’ core work. School cultures need to support teacher learning by the “deprivatization of practice and critical review” (Senge et al., 2000, p. 327). Teachers’ readiness to learn is characterised by individual progression through professional phases (Huberman, 1993a). However, learning necessarily entails more than teachers working within their existing cognitive frameworks; their “knowledge and beliefs must become the *targets* of change” (Putnam & Borko, 2000, p. 1229, emphasis in the original).

Teachers do not develop alone (Clark, 1992; Hargreaves, 1992); the importance of a “critical mass” (Hopkins & Lagerweij, 1996, p. 84) of teachers actively involved in a change effort must not be overlooked. Practices of working together, pursuing high and attainable standards, undertaking joint planning, observation and experimentation, peer-coaching and familiarising students with the changes, occur alongside positive transformation (Lieberman, 1994; Scribner, 1999; Smylie, 1995) and over time, lead to “capacity-building” (Hargreaves & Fullan, 1998, p. 122) and communities of teacher-learners (Smylie, 1995). At a minimum, pairs of teachers will be more valuable than teachers undertaking learning alone (Guskey, 2000) for, when teachers work in isolation,

there is an increased likelihood of their having to re-invent the “pedagogical wheel” (Hargreaves 1992, p. 217). Teachers place considerable credence on benefits for their students’ future learning in making judgments about the worth of potential professional learning experiences. However, facilitators must have the support of, and achieve credibility with the teachers with whom they work in professional development contexts (Goertz, 1995; Hall & Hord, 1987).

A climate of trust and support is crucial for unlearning and relearning to counter teachers feeling criticized and incompetent, and perceiving a loss of personal and professional efficacy from a “devastating critique of existing realities” (Cohen & Spillane, 1993, p. 76). Therefore, policy-makers must seek to engage teachers in a commitment to change through making provisions that embrace positive collaborative aspects of teachers’ cultures (Considine, 1994; Lieberman, 1994). Consequently, the adoption of a model of professional development that gives the impression of addressing *deficits* or *inadequacies* in teachers’ knowledge is liable to be detrimental to teacher learning.

2-3-3 Support for teacher learning

Table 2-12 Sub-theme 2-3-3: Supports for teacher learning

Sub-theme 2-3-3	Author/s, Date
Specific, sufficient and carefully deployed resources and support are required for bringing about and sustaining educational change: local choices and proactive strategies affect outcomes	Barth, 2001; Braithwaite, 1993; Brown et al., 2000; Darling-Hammond, 1995, 1998; Davis et al., 1988; Day et al., 2000; DEET, 1988; Desimone et al., 2002; Evans, 1996; Firestone et al., 1992; Good, 1996a; Guskey, 2000; Hargreaves & Fullan, 1998; Hopkins & Levin, 2000; Massell & Goertz, 2002; McCullough et al., 2000; McLaughlin, 1990; Rein, 1983; Richert, 1997; Schools Council, 1989; Schwahn & Spady, 1998; Senge et al., 2000; Sikula, 1996; Smyth, 1995, 1998; Spillane, 1998; Stringfield, 1994; Tyack & Cuban, 1995; Wiske & Levinson, 1993;
The esteem apportioned to teaching and teachers by themselves and others	Ball, 1994a; Berman & McLaughlin, 1978; Burke, 1992; Calderhead, 2001; Darling-Hammond, 1995; Darling-Hammond & McLaughlin, 1996; Evans, 1996; Hinde, 2003; Marshall & Peters, 1999; Marzano, 2003; McLaughlin, 1990, 1991; McLaughlin & Talbert, 1993; Poppleton & Williamson, 2004; Porter, 1993; Robertson, 1996; Slavin & Madden, 2001; Smylie & Hart, 1999; Starratt, 1993
Teacher-participation in networks, networks’ potential to enhance capacities of individuals, schools and themselves	Allen & Glickman, 1998; Borman et al., 1995; Darling-Hammond, 1993, 1995; Day, 1999; Frost et al., 2000; Hall & Hord, 1987; Hargreaves, 1994; Knapp, 2003; Lieberman, 1994, 1996; Little, 1993; McClure, 1999; McDonald & Klein, 2003; McLaughlin, 1991, 1994, 1997; Miles, 1998; Nespor, 2002; Pennell & Firestone, 1998; Putnam & Borko, 1997; Slavin & Madden, 2001; Slavin et al., 1996; Smylie & Hart, 1999; Toffler, 1990; Wolfe & Poynor, 2001

Provision of insufficient resources for professional development is “to adopt a head-in-the-sand view of professional development” that limits the potential for extensive educational change (Smyth, 1995, p. 72). Indeed, insufficient resources, proficiency or knowledge, can thwart success at any stage of the policy process; teachers may contest change while they attempt self-preservation (Evans, 1996; Richert, 1997) or simply be unable to sustain change in which they have engaged willingly (Hargreaves & Fullan, 1998). There is, however, evidence that teacher engagement, more so than resistance, is enhanced when education policy actors implement specific changes in schools in advance of associated external mandates and with coherent support from district or central offices (Spillane, 1998).

McLaughlin (1990) highlighted the importance of several aspects of policy implementation on the effectiveness of outcomes: for example, the importance of the quality of interaction between policy actors in local environments, more so than the amount of externally provided supports for implementation:

Local choices about how (or whether) to put a policy into practice have more significance for policy outcomes than do such policy features as technology, program design, funding levels, or governance requirements. Change continues to be a problem of the smallest unit. (McLaughlin, 1990, p. 12)

McLaughlin’s assertion, “what matters most to policy outcomes are local capacity and will” (1990, p. 12), shifts the spotlight to a crucial factor of the teacher with concomitant recognition of the emotional and social aspects of teachers’ work including change (Hinde, 2003).

Tasmanian government school teachers are employed by one state-wide employer and are subject to regular transfer; therefore staff instability is a particular issue in the embedment of change (Cowley, 1996, 1999) that places the institutionalization of less robust programs at risk (Slavin et al., 1996). Sufficiently large networks, however, can support schools through predictable staffing changes (Slavin & Madden, 2001) by providing crucial collegial support in school systems in which teachers are subject to

transfer. The development of individuals', schools' and networks' capacities, however, may pose a threat to the system level power to effect change (Wolfe & Poynor, 2001).

It is crucial to remember that it is people, not organisations and workplaces, who make and implement policy (Marzano, Zaffron, Zraik, Robbins & Yoon, 1995; Spillane, 1998). Therefore adequate funding provision keeps the spotlight on, and demonstrates support for, "the realities of the people who must make change happen" (Evans, 1996, p. 72). Indeed, investment in "teachers [who] are the key to continually raising standards" can be viewed as "a sensitive indicator of what [the] occupation is really about" (McCullough et al., 2000, p. 95). Additional resources are crucial but even more important is the decision making about their deployment (Hopkins & Levin, 2000).

Teachers' morale and the degree of teacher participation in decision-making have strong influences on effective implementation and continuation (Berman & McLaughlin, 1978). So, too, trends in education policy and mandatory change affect the esteem apportioned to teaching and teachers by themselves and others and influence the future strength of public education (Ball, 1994a; Poppleton & Williamson, 2004). Investment in teachers, and support for their work, influences the achievement of change, which, in an array of contexts as numerous and varied as classrooms, poses a significant challenge for policy-makers (Tyack & Cuban, 1995). Darling-Hammond (1998, pp. 646-647) described policy as being "re-invented" rather than implemented as it progresses to each layer of the education system and its policy actors; accordingly "the knowledge, beliefs, resources, leadership, and motivations that operate in local contexts" are more influential on school and classroom processes than policy-makers' goals.

Individuality and collegiality serve different but essential purposes (Schein, 1992), therefore, a judicious mix of approaches is an essential condition for professional learning. Networks offer a crucial and powerful strategy for augmenting collaborative teacher learning to address local classroom and immediate professional priorities by providing opportunities for "ongoing cross member exchange, mutual support and

complementarity of emphases, characteristics and functions” (Hall & Hord, 1987, p. 350).

2-3-4 Time and teacher learning

Table 2-13 Sub-theme 2-3-4: Time and teacher learning

Theme 2-3-4	Author/s, Date
Time and teacher learning	Collinson & Cook, 2001; Conley & Goldman, 1998; Cook et al., 2000; Goertz, 1995; Guskey, 2003; Hall & Hord, 1987; Hargreaves & Fullan, 1998; Lingard & Garrick, 1997; Maguire & Ball, 1994; Pink & Hyde, 1992; Rosenholtz, 1991; Slavin & Madden, 2001; Stoll & Fink, 1996
Time and support for reflection/metacognition, and to integrate deeper learning	Barth, 1990; Conley, 1996; Darling-Hammond, 1995; Darling-Hammond & Cobb, 1996; Day, 1999; Eraut, 1994; Hattie, 1993; Joyce & Showers, 1995; Massell & Goertz, 2002; Schein, 1992; Schön, 1991; Sergiovanni, 1992; Smyth, 1998; Spillane et al., 2000; Starratt, 1993; Talbert & McLaughlin, 1994; Zeichner & Liston, 1996
Time to embed innovations	Adelman & Walking-Eagle, 1997; Berman & McLaughlin, 1978; Cox, 1983; Gray et al., 1999; Hall & Hord, 1987; Hopkins & Levin, 2000; Lingard & Garrick, 1997; Maguire & Ball, 1994; Smyth, 1998
Support and time needed for change during implementation	Bridgman & Davis, 2000; Considine, 1994; Cox, 1983; Datnow & Castellano, 2000; DEET, 1988; Donohoe, 1997; Evans, 1996; Frost et al., 2000; Fullan, 1991; Hargreaves & Fullan, 1998; Howlett & Ramesh, 1995; Huberman, 1993b; Jackson, 1992; King & Newmann, 2001; Massell & Goertz, 2002; Pink & Hyde, 1992; Proudfoot, 1998; Sarason, 1990; Thiessen, 1992; Trowler, 1998; Wiske & Levinson, 1993; Zigarmi et al., 1978

Engaging teachers professionally in ways that empower them to reflect on and make decisions about their daily work, underpinned by the regulation of key values relating to democratic principles (Gutmann, 1987; Zeichner & Liston, 1996), is a challenge for those who initiate policy. Teachers need time and support for collective reflection: to benchmark their current practice; to identify the benefits of change; to investigate how their practice might be improved, developed or replaced; and to identify structures to sustain implementation (Thiessen, 1992). Indeed, they need “time to be a ‘teacher’” (Adelman & Walking-Eagle, 1997, p. 101). Inherent in these authors’ assertion, is the requirement to define what being a teacher means and the dilemmas typically faced by teachers in their attempts to prioritise and choose what they do to meet others’ expectations.

The allocation of sufficient time for professional learning is crucial and demonstrates to teachers the value placed on their learning. It is not enough to view time merely in the

words of Collinson & Cook (2001, p. 267) “as a linear, uniform concept”. Collinson and Cook identified five major barriers to sharing posed by insufficient time: being overloaded; insufficient time to address individual needs; insufficient time to share their individual learning with colleagues; lack of common time with colleagues within the school and at other schools; and lack of a designated time for sharing (pp. 269-273). While classroom-teaching roles are built into the daily schedules of teachers, non-teaching roles, for example consulting with other professionals, working with parents, and curriculum development, normally are not allocated time in the formal time-table, and therefore are not accorded official recognition and importance.

Underpinning professional learning success is the achievement of a balanced approach to providing learning time, both away from, and within, the classroom and school contexts, and the provision of appropriate supports for teacher-learning in either context. Ways of determining support and strategies to enhance teacher learning, in part, must draw on teachers’ input. Interaction between policy actors during the policy process is a theme that emerges from the literature. Indeed, a view of teachers as learners separated from other policy actors may be detrimental to the policy process.

2-3-5 Contexts for teacher learning

Table 2-14 Sub-theme 2-3-5: Contexts for teacher learning

Sub-theme 2-3-5	Author/s, Date
Contextually-based learning - Learning out of context - Advantages - Problems	Day et al., 2000; Eaker et al., 1992; Eraut, 1994; Jackson, 1968; Jenlink et al., 1998; Pauly, 1991; Putnam & Borko, 1997; Taylor et al., 2000 Angus, 1991; Eaker et al., 1992; Eraut, 1994; Hill, 1999; Kelleher, 2003; Morris et al., 2000; National Board of Employment, Education and Training, 1993; Putnam & Borko, 1997; Thiessen, 1992
Learning must be embedded in teachers’ core work	Barth, 1990; Braithwaite, 1993; Fink & Stoll, 1998; Kelleher, 2003; Maguire & Ball, 1994; Rosenholtz, 1991; Smylie et al., 1999; van Tulder et al., 1993
Education leaders and teachers learning together	Knapp, 2003; Sergiovanni, 1992
Policy-makers’ knowledge and beliefs about teacher learning	Knapp, 2003; Spillane, 2002
Transference of learning into the classroom context	Angus, 1991; Eraut, 1994; Goertz, 1995; Hopkins & Levin, 2000; Putnam & Borko, 1997, 2000

Learning opportunities for teachers comprise a range of models that typically occur away from the pressures of the classroom; courses and conferences are conducted either after school, during student-free days or during funded teacher release days. The notion of externally offered learning implies “generalizable, universal, externally validated knowledge” (Eaker, Noblitt & Rogers, 1992, p. 153). Teachers may have to apply effort and maintain learning for a period several times the length of the related in-service learning in preparation for classroom use of new knowledge in merely the “simplest kind of change” (Eraut, 1994, p. 36). Time for sufficient classroom implementation and incorporation into teachers’ philosophy of teaching is crucial; teachers typically do not “own” new ideas until they have “tried and tested [them] in the classroom” and unless they are allied with teachers’ “purposes and values” (National Board of Employment, Education and Training, 1993, p. 29).

Teachers’ work contexts are characterised by numerous concurrent pressures and demands (McLaughlin, 1990). Therefore, transference of understandings and skills from externally-offered learning, and the need to make simultaneously “*hot*” classroom decisions “in the midst of action” (Eraut, 1994, p. 66, emphasis in original) pose inordinate challenges for implementation. Accordingly, successful professional development projects typically centre on “systematic intensive work” to “support teachers in examining and changing their beliefs and knowledge...[and] their instructional practices” (Putnam & Borko, 1997, p. 1239) in part through participation in collegial discourse.

2-3-6 Leadership and teacher learning

Table 2-15 Sub-theme 2-3-6: Leadership and teacher learning

Sub-theme 2-3-6	Author/s, Date
School’s individual vision, structures and capacity, including facilitation by the principal, to enact change	Adelman & Walking-Eagle, 1997; Allen & Glickman, 1998; Darling-Hammond, 1998; Darling-Hammond & McLaughlin, 1996; Eaker et al., 1992; Fullan, 1994, 1999; Gray et al., 1999; Hyde & Pink, 1992; Maguire & Ball, 1994; Marzano, 2003; McLaughlin, 1991; Morris et al., 2000; Pauly, 1991; Putnam & Borko, 2000; Sebring & Bryk, 2000; Taylor et al., 1997; Education Policy Response Group, 1999; Tyack & Cuban, 1995; Wiske & Levinson, 1993

Table 2-15 cont. Sub-theme 2-3-6: Leadership and teacher learning

Sub-theme 2-3-6	Author/s, Date
Roles of the principal in enabling teacher learning	Barth, 2001; Bell, 1994; Conley, 1996; Croll & Moses, 2000; Crump, 1993; Day, 1993; DEET, 1988; Donohoe, 1997; Evans, 1996; Leithwood & Duke, 1999; Leithwood & Jantzi, 1997; Maguire & Ball, 1994; McLaughlin, 1991; National Board of Employment, Education and Training, 1993; Radford, 2000; Schein, 1992; Schmoker, 1997; Schwahn & Spady, 1998; Walsh & Carter, 1995; Woods & Wenham, 1995
Role of school leadership team in teacher learning	Allen & Glickman, 1998; Hall & Hord, 1987; Knapp, 2003; McLaughlin, 1991; Proudfoot, 1998
Teacher leadership	Schmoker, 1997; Hinde, 2003; Pink & Hyde, 1992
Effect of leadership changes	Fullan, 1991; Gray et al., 1999
Collaborative leadership	Bell, 1994; Conley, 1996; Day, 1993; DEET, 1988; Evans, 1996; Leithwood & Duke, 1999; Radford, 2000; Schwahn & Spady, 1998
Role of shared leadership and trust	Allen & Glickman, 1998; Barth, 2001; Davis et al., 1988; Louis et al., 1999; Miles, 1998; Pink & Hyde, 1992; Smylie & Hart, 1999; Stoll & Fink, 1996

Education leaders' knowledge and perceptions of teacher learning influence the models of teacher learning that are likely to be considered in designing policy implementation (Knapp, 2003):

What leaders know and believe about learning and good teaching, or about teacher learning, has a clear bearing on the fashioning or implementation of a professional development strategy....forms of professional development...are less likely to come about in situations in which leaders do not understand or believe in these forms of learning. (p. 149)

Effective school leaders achieve an ethos that enhances whole-school community participation in, ownership of, and commitment to, school goals and students' learning (Marzano, 2003) while performing a crucial role in mediating between the policy demands of the external environment and the school's culture, policy, practices and programs. Dynamic and ongoing support and authorization of an initiative occurs, in part, through its location in a "high and secure place" (Maguire & Ball, 1994, p. 163) and with the institution of supportive school structures. Therefore the dynamic membership of a "wider network in which external and internal influences are equally important" (Fullan, 1994, p. 192) is characteristic of effective and collaborative schools.

Changes in leadership, however, typically limit the time that initiatives have to become institutionalised and have the potential to jeopardise the institutionalisation of change. Consequently, creation of the stability of staffing schools and opportunities for teachers

to lead, acknowledges the links between “broad-based leadership” (Pink & Hyde, 1992, p. 278) and effective school change, and recognises the crucial role of teacher leadership in addition to principal leadership (Hall & Hord, 1987). Indeed, a “respected and articulate colleague” (Hinde, 2003) may provide support, fervour and dynamism about a change.

2-3-7 Capacities of teachers and students to manage change: central roles in managing change

Table 2-16 Sub-theme 2-3-7: Capacities of teachers and students to manage change & central roles in managing change

Sub-theme 2-3-7	Author/s, Date
Centrality of teacher’s role and expertise to managing education change in local contexts	Bailey, 2000; Calderhead, 2001; Cook et al., 2000; Cuban, 1988; Darling-Hammond & McLaughlin, 1996; Datnow & Castellano, 2000; Elmore et al., 1996; Fitz et al., 1999; Fullan, 1994; Halpin, 1994; Huberman et al., 1997; Taylor et al., 1997; Taylor et al., 2000; Thiessen, 1992; Tye, 1992; Woods, 1994
Policy actors’ values, attitudes, experiences, understandings, needs	Bowe & Ball, 1992; Brown & Harlen, 1998; Conley & Goldman, 1998; Elmore, 1980; Hoy & Miskel, 1987; McLaughlin, 1990; Reid, 1998; Waugh, 2000
The classroom as the unit of change	Brown et al., 1995; Darling-Hammond, 1990; Guskey, 2003; Maxwell-Jolly, 2000; McLaughlin, 1987; Pauly, 1991; Education Policy Response Group, 1999; Tyack & Cuban, 1995
Students as policy actors	Borman et al., 1995; Conley, 1996; Corbett & Wilson, 1995; Cullingford, 1992; Datnow & Castellano, 2000; Fullan, 2001; Good, 1996b; Halpin, 1994; Hargreaves & Fullan, 1998; Holland, 1997; LeCompte & Preissle, 1992; Lincoln, 1995; Nieto, 1994; Pauly, 1991; Phelan et al., 1992; Rafferty, 1997; Rudduck et al., 1996; Rudduck et al., 1997; Slavin & Madden, 2001; Wallace, 1996

Many different frames of reference and interpretations of what constitutes desirable change herald the convoluted nature of policy (Howlett & Ramesh, 1995). For example, without consideration of the knowledge, expertise and experiences of teachers and students, policy-makers may present “simple solutions to real and complex problems” (Taylor et al., 2000, p. 23) with insufficient understanding of their solutions’ impact on teachers’ work-lives and students’ learning (Calderhead, 2001). Strategies for promoting interaction between policy actors need to be investigated (Brown & Harlen, 1998) in order to increase opportunities for policy actors with primary responsibility for one policy phase to influence policy actors accountable for another phase.

Change overload and limitations exercised by other policy actors on opportunities for teachers to contribute to change (Fitz, Halpin & Power, 1999) frequently result in an adversarial approach, rather than an enabling approach, to the policy process. Teachers do not encounter policy texts as “naïve readers”: they bring a range of personal value systems, needs, attitudes, understandings and experiences to the policy process (Bowe & Ball, 1992). The opposition that characterises many instances of the policy process is illustrated in Cuban’s work (1988) in which he proposed the need for a shift from an “if...then” view to an “if only” view: “if only teachers were more responsive; if only teachers understood the importance of this or that reform; if only teachers worked harder” (p. 344). Therefore, the realisation of an effective balance between encouraging and supporting teachers to behave altruistically, while taking account of the reality of vested interests, presents real challenges in policy and change implementation processes (Cook, Murphy & Hunt, 2000). Additionally, despite the centrality of teachers’ implementation roles, their opinions and feedback typically are not sought (Bailey, 2000) and neither are they informed about how their input has been employed (Bridgman & Davis, 2000). Little wonder that they feel so distanced from the process.

It is important to recognise that each teacher, and their students, contributes different sets of strengths and needs to the policy implementation process, and to policy outcomes that will vary between classrooms. Therefore, the concept of the classroom as the unit of change increasingly has received prominence in the literature. This recognition has brought about a shift of focus to classrooms acknowledging the need for respect of the crucial roles of teachers and students. In the words of Brown, Duffield & Riddell (1995, p. 9), “if the crux of school effectiveness is the quality of teaching and learning, then it is the classroom to which school improvers have to turn to achieve change”. Indeed, “teachers are the technology” (Huberman, Thompson & Weiland, 1997, p.60) in education workplaces on which education systems and education policy makers depend.

This living technology is embodied in the teachers and students who spend more of their time in classrooms than do other policy actors, and who, therefore, are the “authors” (Pauly, 1991, p. 199) of classroom events on whom others must depend to “carry out the

work of education—not because they will always do it well, but because they are the only ones who can do it at all” (p. 209). They are, however, more likely than other education stakeholders to be excluded from most discussions of school reform (Halpin, 1994; Thiessen, 1992). Students’ potential to contribute is frequently overlooked in discussions concerning strategies for tackling educational problems. They have been viewed traditionally as the recipients of change rather than contributors to change and to their own learning. This omission has implications for the attitude students develop about their potential and their view of what it means to be students and future citizens (Holland, 1997; Phelan, Locke-Davidson & Cao, 1992). It is notable that students’ opinions on teaching and learning are remarkably consistent with those of current theorists concerned with learning theory, cognitive science, and the sociology of work (Phelan et al., 1992; Wallace, 1996). In fact, it has been argued that students’ views provide not only “an important—[but] perhaps the most important—foundation for thinking about ways of improving schools” (Rudduck, Chaplain & Wallace, 1996, p. 1).

2-3-8 Importance of evaluation of policy and professional development

Table 2-17 Sub-theme 2-3-8: Importance of evaluation of policy and professional development

Sub-theme 2-3-8	Author/s, Date
Importance of policy evaluation	Calderhead, 2001; Day et al., 2000; Hodges, 1996; Howell & Brown, 1983; Jones, 1992; O’Faircheallaigh et al., 1999; Timperley & Robinson, 2000
Different purposes of evaluation	Waters, 1998 based on the work of Chelimsky & Shadish
Collaboratively undertaken policy evaluation	Blunkett, 2000; Guskey, 2003; Holdaway, 1982; Rist, 2000; Sroufe et al., 1995
Links essential between research - into policy and research into school effectiveness / - & relevance to policymakers	Brown & Harlen, 1998; Chelimsky, 1997; Conley & Goldman, 1998; Good, 1996a; Levin, 1998; Reynolds & Teddlie, 2000; Sikula, 1996; Trowler, 1998; Wallace, 1998 Slavin, 2002
Importance of evaluation of professional development	DEET, 1998; Guskey, 2000; Joyce & Showers, 1995; Kelleher, 2003; Massell & Goertz, 2002; Reynolds & Teddlie, 2000; Scribner, 1999; Smyth, 1998

A rigorous policy evaluation process underpins rational decision making. It is important, therefore, that considerations be given to possible purposes of, for example, accountability, knowledge, or policy development. Accordingly, collaborative evaluation approaches designed by policy actors and policy researchers in an environment of “mutual confidence” (Holdaway, 1982, p. 32) will tend to enhance the

likelihood that links are developed between personal and systemic professional learning goals (Goertz, 1995). When shared frames for viewing policy, and a greater number of mutual understandings through establishing a “dialogue and connection” (Blunkett, 2000, p. 19) are developed, the likelihood of successful change is greater.

Moreover, there are circumstances in which differences emerge between announced policy and professed policy lead to difficulties in identifying policy goals that should be the focus of evaluation (Jones, 1992). Therefore, evaluation during and after implementation, and throughout policy formulation, enhances policy outcomes and feedback (Howell & Brown, 1983). Additionally, sufficient evaluation of professional development over time is crucial.

An evaluation framework, more broadly based than seeking participants’ reactions to the professional development activity, is crucial to enable evaluation of participants’ learning. Organizational support, participants’ use of new knowledge and skills, and students’ learning outcomes should also be evaluated (Guskey, 2000). With regard to teachers’ roles, they too need to have active roles in evaluation through their application and critical evaluation of “new practice in their own contexts” (DEET, 1998, p. 40).

Additionally, just as policy implementation is contested and mediated, so too are research reports (Chelimsky, 1997; Trowler, 1998, Slavin, 2002). The text of the report needs to be subject to interpretation analogous to the multiple constructions of policy text. Therefore, in order to enhance school improvement initiatives and outcomes, it is crucial to establish improved links and improved communication channels between arenas of research and knowledge with a common audience. Additionally, more lucid links in the mainstream of public knowledge between both societal and demographic changes and social problems, and schooling need to be created.

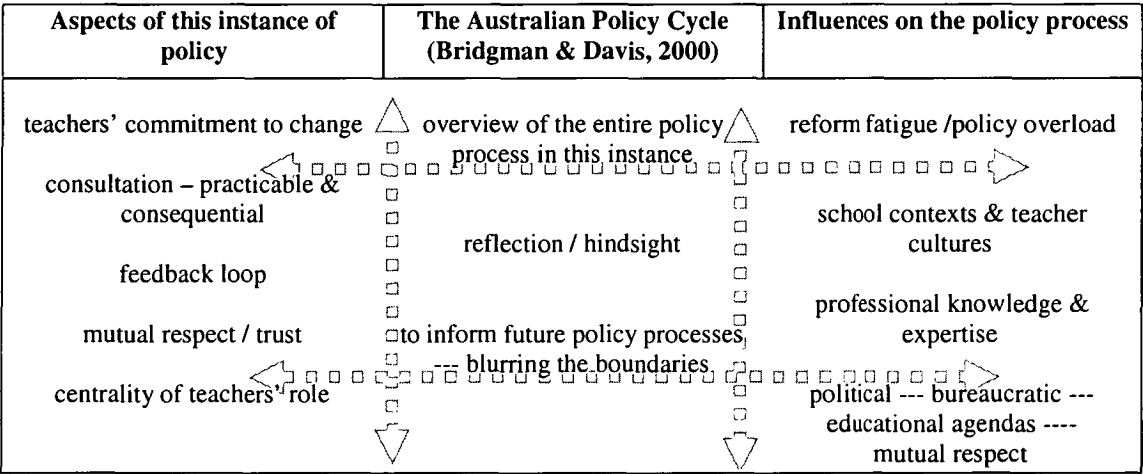
2-4 Literature related to Research Question 4

Research Question 4—*What insights into the policy process with potential to influence future policy processes were reported by policy implementers?*—entailed an analysis of

the reported experiences of school-based policy actors and their reflections to enable an examination of these experiences’ potential contributions to recommendations for future policy processes.

Rather than adding new types of data, therefore, Research Question 4 invited study participants both to revisit previous experiences from, perhaps, a more reflective stance, and, with the benefit of hindsight, to consider one instance of the policy process in more of its entirety than could be done during its occurrence. Figure 2-4 illustrates a conceptual model for Section 2-4 (Research Question 4):

Figure 2-4 Literature review model for Research Question 4



Accordingly the literature on which the results of Research Question 4 were linked has been presented previously in Sections 2-1, 2-2 and 2-3. The conceptual model for Section 2-4 (Research Question 4) complements the literature review models presented in Sections 2-1, 2-2 and 2-3. Therefore Section 2-4 concludes with a summary of crucial aspects of the literature that are particularly relevant to Research Question 4. These summaries are drawn from the literature previously reviewed in Sections 2-1, 2-2 and 2-3 and include references to some of the key works from these three sections.

Underpinning the interrogation of Research Question 4 is literature pertaining to: first, school contexts being characterised by reform fatigue (see Sub-section 2-1-1, pp. 30-31; e.g., Macpherson, 1997; Mintrop & Weiler, 1994; Taylor et al., 1997); second, the

challenges of achieving practicable consultation that is perceived as consequential by those consulted (see Sub-section 2-1-1, e.g., Cuttance et al., 1998; DEA, 2000), and third, expectations of increasing mutual respect for the contributions of all stakeholders in educational contexts (see Sub-section 2-1-2, pp.32-34; e.g., Jenlink et al., 1998; Radford, 2000). Importantly, the expectations by teachers that their expertise, their crucial role in the implementation of policy and their capacity to contribute to policy processes should be afforded far greater respect than they currently receive. The vibrant interest of concerned others—public, media, bureaucrats and politicians—demonstrates the need for school-based policy actors to understand their local political contexts and to act to their professional advantage and the benefit of education (Day et al., 2000; Good, 1996b).

Furthermore, while there is broad recognition of the need for education change (see Sub-section 2-2-1, pp.41-42; e.g., Conley & Goldman, 1998; Cuban, 1988) the contexts in which policy processes, and policy actors, come together, is cluttered with a considerable number of documents (e.g., Braithwaite, 1993; Maxwell-Jolly, 2000). Few of these documents appear to be coherently connected with the result that there is a complex layering of insufficiently related policies (e.g., Bascia & Hargreaves, 2000; Møller, 2000; Tyack & Cuban, 1995).

In order to address this contextual density it is vital that there should be clear policy direction and communication (see Sub-section 2-2-1, pp. 41-42, e.g., Calderhead, 2001; Hargreaves & Fullan, 1998). Interactivity, preferential to a top-down approach (e.g., Braithwaite, 1993; Calderhead, 2001; Darling-Hammond & McLaughlin, 1999), is both inevitable and potentially beneficial to the policy process (see Sub-section 2-1-3, pp. 34-36; e.g., Bridgman & Davis, 2000; Considine, 1994; Fitz et al., 1999). Additionally, contexts characterised by trust and support are essential for teacher learning (see Sub-section 2-3-2, pp. 48-51; e.g., Gitlin & Margonis, 1995; Senge et al., 2000) especially, but not only, at times that effective learning requires critical reflection of individuals' own practice and theoretical understandings (e.g., Putnam & Borko, 2000; Sarason, 1996).

Summary

Education policy is iterative and mediated by a range of contextual factors (see Sub-section 2-1-1, pp. 30-31; e.g., Fuhrman, 1994; Nespor, 2002) and policy actors (see Sub-section 2-1-2, pp. 32-34; e.g., Lieberman, 1995; Spillane et al., 2002). The outcomes of policy are as varied as the number of school contexts in which policy is contested during implementation (e.g., Ball, 1999; Tyack & Cuban, 1995). The implementation of policy, however, is not as unambiguous as the previous statement might suggest. A range of factors intervene during the trajectory of policy including: the intent driving the development of policy (see Sub-sections 2-1-2, pp. 32-34; 2-1-4, pp. 36-39; e.g., Howlett & Ramesh, 1995; Rist, 2000; Spillane et al., 2002); communication between policy actors (see Sub-section 2-2-1, pp. 41-42; e.g., Bridgman & Davis, 2000; Weiler, 1990); the extent of concurrent unrelated change (e.g., Braithwaite, 1993; Proudfoot, 1998; Møller, 2000); and provision of, and opportunities to establish supports (see Sub-section 2-3-3, pp. 51-54; e.g., Desimone, Porter, Garet, Yoon & Birman, 2002; Wiske & Levinson, 1993) for implementation. Indeed policy takes on multiple trajectories once it reaches school contexts (see Sub-section 2-3-1, pp. 46-48; e.g., Considine, 1994; Honig & Hatch, 2004). Interdependency on factors including leadership (see Sub-section 2-3-2, pp. 48-51; e.g., Borman et al., 1995; Guskey, 2000), time (Collinson & Cook, 2001), and school structures and supports for teacher learning (e.g., Eraut, 1994; Williamson & Galton, 1998), teacher attitudes and expertise (Calderhead, 2001; Huberman, 1994), and classroom contexts (see Sub-section 2-3-7, pp. 58-60; e.g., Pauly, 1991; Guskey, 2003) are some of the influences on the implementation process.

So how can policy actors possibly draw some hope from what might appear to be a discouraging chronicle? In the broader education arena, power relations need to change in order to support needed change—in the classroom, within the school, within the system, within the school and its community, between schools and the university level (Sarason, 1996). Furthermore when education policy actors can “understand, accept, and exploit new realities” some degree of constancy and control can be reclaimed (Drucker, cited in Caldwell, 1993, p. 172). Consequently, the achievement of a productive balance between the need for change and the need for teachers to experience sufficient personal

and profession control presents a significant challenge to policy actors whose chief responsibilities lie in the making and evaluation of policy (Evans, 1996; Spillane et al., 2002). Thirty years ago Pressman and Wildavsky (1973) wrote about the need for appropriate and respectful communication. This message is no less important now than it was then. There is room for optimism, but the process of achieving more positive communication is a sophisticated one and will require nuanced leadership.

Chapter 3 Methodology

Introduction

This chapter describes the research approach developed for the study, and explicates the stages of the research process with reference to the research questions. Presentation of the methodology chapter is undertaken in eight sections:

- 3-1 The selection of the research approach – an overview
- 3-2 A modified case study approach
- 3-3 Specific considerations including those of imperfect methods, personal judgments, trustworthiness and credibility
- 3-4 Varied roles of the researcher in this study
- 3-5 Gaining permission to conduct the research, to access to access to the Program, and to obtain the consent of participants
- 3-6 The data gathering from all data sources
- 3-7 The policy actor sample and data gathering timeline for the sample
- 3-8 Preparation for and conduct of the data gathering phases
- 3-9 The data analysis phases

The presentation of Section 3-8, in which preparation for and conduct of the data gathering phases are addressed, reflects the structure of the four Research Questions.

Research Question 1

Describe the trajectory of the policy that led to the announcement of the Key Teacher (Behaviour Management) Program. Research Question 1 entailed an investigation of the history of the policy in order that its development is mapped to the time of the Ministerial announcement.

Research Question 2

Describe the development and initial planning for the Key Teacher (Behaviour Management) Program prior to the implementation of the professional development program with teachers. Research Question 2 entailed an investigation of influences on the development of the professional development sessions in order to map the policy's early implementation from the time of the Ministerial announcement to immediately prior to the commencement, with school personnel, of the KT(BM) Program and specifically the professional development sessions.

Research Question 3

How was implementation into six school contexts of the Key Teacher (Behaviour Management) Program mediated by: the policy process; the broad context of the Education Department; and the particular schools to which it was transferred?

Research Question 3 entailed an examination of a range of data from policy actors and documents in order to describe policy and contextual influences.

Research Question 4

What were the policy actors' reports, in hindsight, of the policy process, and in particular, what of their reports related to the implementation process might offer potential benefit to future policy processes? Research Question 4 entailed an analysis of the reported experiences of school-based policy actors and their reflections with the benefits of hindsight, on the policy process.

3-1 The selection of the research approach - an overview

The four research questions at the core of this study of one occurrence of policy were investigated through a modified case study approach (Burns, 1994; Yin, 1994). Issues of trustworthiness and credibility pertaining to case study approaches, in particular, the case study undertaken in the course of the investigation presented in this thesis will be

presented. The multi-roles of the researcher in relation to the implementation of the policy will be described and examined.

3-2 A modified case study approach

The difficulty of distinguishing between contextual and policy boundaries (Yin, 1994) means that it is impossible to conceive of policy in isolation from its specific context. In this instance of policy its context embraced a range of attributes: it was during the early- to mid-1990s; there was burgeoning educational change; one particular state education minister represented a conservative government; members of the public were expressing their concerns about associated issues in the daily print media, questions were being asked of the Minister in the Tasmanian Parliament; in combination with, a variety of micro-contexts existing in more than 50 government schools with secondary student enrolments.

It is because contexts are inextricably woven with the life of a policy that the use of a qualitative approach rather than a quantitative approach was indicated (Merriam, 1998; Patton, 2002; Wiersma, 1995), specifically a modified case study approach. The lack of specificity in a case study research approach and the resultant ability to use a variety of methods enabled data to be gathered from an array of sources in a variety of ways (Wolcott, 1992). Rist (2000) pointed to the fact that the findings that could emerge from qualitative research would best provide policy makers with “equally grounded means of learning about program impacts and outcomes” (p. 1009). Rist emphasised a crucial and recurrent message regarding the multiplicity of contextual effects on policy:

Do not take for granted that what was intended to be established or put in place through a policy initiative will be what one finds after the implementation process is complete. Programs and policies make countless midcourse corrections, tacking constantly, making changes in funding levels, staff stability, target population movements, political support, community acceptance and the like. (pp. 1009-1010)

The Key Teacher (Behaviour Management) Program announced by the Tasmanian Minister for Education was, to the researcher, “a case...of very special interest” (Stake,

1995, p. xi). It presented an opportunity to undertake research in education policy, and specifically in teachers' perspectives on implementation, and it coincided with the opportunity for the researcher to participate in the Program. For the researcher then, the research and learning opportunities developed into an investigation of the increasingly common experience of teachers implementing change. As a co-leader of the Behaviour Management Team in one of the Tasmanian government education districts, the researcher was selected to become involved in the Program primarily as a participant and as a facilitator in the introductory two-day session of the professional development.

This set of circumstances presented an opportunity to undertake research about one instance of policy implementation from an advantaged position that offered the potential of relating a "slice of life" (Merriam, 1998, p. 42). The context in which the policy implementation occurred and the policy actors whose responsibility it was to see the policy through to fruition made a range of impressions on the trajectory of the policy. In the instance of "a study of singularity" (Bassey, 1999, p. 47) it was crucial to target a bounded system in the establishment of a manageable research study (Bassey, 1999; Merriam, 1998; Stake, 1995).

Accordingly the case study was focused principally on one site and primarily on one part of the policy process (the professional development sessions in one geographical setting and a sample of schools chiefly during policy implementation). There were multi-data gathering elements: interview, survey and document collection by an observer-participant (Merriam, 1998) although the participant role restricted the researcher's capacity to observe (Yin, 1994). This study was undertaken in an iterative and dynamic style (Burns, 1994; Lincoln & Guba, 1985). The genesis of this study was formed on a set of a priori assumptions (Sturman, 1997); however, once early data gathering yielded information, analysis of this material substantially informed the subsequent procedures.

An opportunity to contribute to the theory was offered by the approach selected for this study that offered the potential "to reveal how theoretical abstractions relate to common sense perceptions of everyday life" (Walker, 1993, p. 166) through endeavouring "to

describe, interpret, emphasize or evoke images without making value judgements or trying to induce any change” (Bassey, 1999, p. 40) and to generate “the sense of having been there” (Merriam, 1998, p. 22). A case study approach was indicated by the researcher’s lack of control over events and preservation of the “holistic and meaningful character of real life events” (Burns, 1994, p. 313). While this work concerned one instance of policy and as such is, for the reader, a chronicle of “idiosyncratic complexity” (Burns, 1994, p. 313), it may be possible for the reader to identify with aspects of the story.

Therefore, the purposes of this study were first, to learn about the views and perspectives of a sample of policy actors (Firestone, 1987) during one occasion of the policy process, primarily during implementation; and second, to invite the reader to form links between the findings of this study and their individual experiences in policy contexts, and theoretical understandings (Ingvarson, 2001; Lincoln & Guba, 1985; Merriam, 1998; Stenhouse, 1985). The policy selected was that which began officially with a ministerial announcement regarding a professional development program, the KT(BM) Program.

The findings of this study help to create a framework in which policy actors, ranging from those who influence policy making to those who shape implementation, might consider the theory, findings from related research, and findings from this study (Hammersley & Atkinson, 1995; Hodges, 1996; Scott, 1996; Yin, 1994).

To focus research only on the “policy delivery system” is to let slip opportunities for “transforming the policies themselves” (Hill, 1997, p. 136). Through the process of completing this research, therefore, questions about how the policy came to be, how implementation unfolded, what a range of policy actors—in particular but not only teachers—experienced and thought were addressed. *How, what, why* and *why now* questions underpinned this story and the researcher’s thinking in preparation for and during the research and reporting processes (Ball, 1994b; Bassey, 1999; Gale, 1999; Kenway, 1990). For example: How did this policy emerge? How was the Program

identified as the most appropriate strategy, and why? How were strategies justified? What were the competing interests? Why did the timeline not permit more time for schools to plan incorporation of the proposed change?

In relation to the study undertaken for this research, the *why now* question is particularly relevant to *Research Question 1*. Accordingly, the trajectory of the policy, including an exploration of influences on its genesis, is described (Trowler, 1998). Repeated data gathering from teachers at three periods, approximately one year apart constituted an attempt to trace trajectories of the policy. In order to expose a range of factors related to policy trajectory in this instance, broad parameters were established to enable the spotlight of policy review to converge on assumptions that underpinned the policy, rather than merely confining the review process to the building blocks of policy implementation (Codd, 1996; Steinle, 1982).

The context in which planning for the professional development sessions occurred, their development, and reported perceptions of some of the policy actors at the time, are described to address *Research Question 2*. Mediation of the KT(BM) Program by the broad contextual influences, including policy actors, of the Education Department, and a range of individual school contexts, are described to address *Research Question 3*. A primary focus in this case study was on “process rather than outcomes...context rather than a specific variable... discovery rather than confirmation” (Merriam, 1998, p. 19). Additionally there was an historical perspective (Bogdan & Biklen, 1998; Burns, 1994; Merriam, 1998). Attempts to uncover the history of the policy through location of media reports in regard to the economic and socio-political context of inappropriate student behaviour were undertaken in order to illustrate, in one instance of policy, “how economic, social, political and cultural contexts shape both the content and language of policy documents” (Taylor, 1999, p. 90).

Policy actors’ accounts of the policy process, especially teachers’ accounts of implementation, are reported to address the research questions. Additionally, correspondence between the policy actors’ reports and the extant literature is described

in addressing *Research Question 4*. A quasi-phenomenological approach, in which an interpretative stance “committed to understanding social phenomena from the actor’s own perspective” (Taylor & Bogdan, 1998, p. 3) resulted in an emphasis on people’s perceptions and their construction of reality through individual or collective “definitions of the situation” (Firestone, 1987, p. 16). In the final analysis, this study focused on what really happened on the “ground-level” of one instance of policy (Rist, 2000, p. 1008). Rather than examining the policy, the spotlight was on how the policy in its context was experienced.

Repeated contact with the teachers constituted a research strategy to determine changes in perceptions held by a sample of the policy’s implementers over time; some of their experiences are brought to life through verbatim recording their comments (Miles & Huberman, 1994). The importance of policy actors’ accounts reflects this author’s emphasis on an approach in which “*all perspectives are worthy of study*” (Taylor & Bogdan, 1998, p. 9, italics in original) and of which the existence of a range of perceptions is an inevitable element (Altheide, 1996). Policy actors typically express a range of views on what the problem is and the most appropriate or effective responses required to tackle it (Lindblom, 1968; Rist, 2000). In fact, “although people may act within the framework of an organization, culture, or group, it is their interpretation and definitions of the situation that determine actions and not norms, values, roles, or goals” (Taylor & Bogdan, 1984, p. 10).

Policy making characteristically is a conciliatory process in which policy actors parley with others, and in which their views are filtered through their “pre-existing ideological and cultural characteristics” (Trowler, 1998, p. 126), to reach mutual concession. Mediation of the process by the partiality of policy actors means that rational methods of decision making rarely underpin the emergence of policy. Against this interpretive backdrop it was crucial to the efficacy of this study that empathy rather than sympathy with teachers characterised the reporting of this “appreciative research” (Hammersley, 2000, p. 395). Therefore, the spotlight fell predominantly on teachers, particularly in Research Question 4 in which teachers’ perspectives dominate the data.

3-3 Specific considerations including those of imperfect methods, personal judgments, trustworthiness and credibility

Case study methods offer a range of advantages outlined in the previous section. This section examines potential disadvantages in undertaking case study research.

Regardless of the care and thought taken, the opportunity to undertake a perfectly complete study is unachievable; it is never possible to study the entire case or to determine “ultimate truth” (Lincoln & Guba, 2000, p. 178). Ambiguity is unavoidable (Fontana & Frey, 1994). Methods are imperfect; indeed, the blending of methodological uncertainties with the differing interpretations of the report augmented the dimensions of the challenge faced by the researcher.

Ensuring as high a degree as possible of trustworthiness is crucial, in part, as a prerequisite for ascribing credibility (Lincoln & Guba, 1985); both these qualities are crucial in terms of claiming objectivity (Peräkylä, 1997). Therefore, it may be fairly claimed that the trustworthiness and credibility of the data gathered in this study were strengthened by use of multiple sources of data which enabled triangulation through corroborating evidence (Denzin & Lincoln, 2000; Stake, 1995; Yin, 1994). Additionally, non-confirming data were sought for examination to determine the possible reasons for disparity, rather than merely being rejected: “reasonable explanations for difference in data from divergent sources can contribute significantly to the overall credibility of findings” (Patton, 2002, p. 560).

Instances of policy implementation occur in periods and contexts that cannot be replicated; time, context and policy are inextricably entwined. Educational situations, in particular, are rarely replicable (Hammerlsey, 1993). The instance of policy on which this research focuses is no exception. Accordingly, procedures related to the four research questions are recorded faithfully to heighten trustworthiness (Burns, 1994; Wiersma, 1995) although there are no strategies for establishing the detail for exact replication of the researcher’s deliberations (Patton, 2002).

Research can never be fully values-free (Lincoln & Guba, 1985; Strauss & Corbin, 1998; Taylor & Bogdan, 1998). Researchers' values permeate their work from the genesis to the conclusion of any study, from preference of selection, of first, the research topic; second, the research methodology; and third, communication of the findings (Hammersley, 1993; Lincoln & Guba, 1985; Walker, 1993). The comparisons of data incidents were made between episodes and not using the researcher's experiences as a standard, as recommended by Strauss and Corbin (1998).

In qualitative research objectivity does not mean controlling the variables (Strauss & Corbin, 1998); rather, it means openness, a willingness to listen and "give voice" (p. 43) to respondents by hearing what others have to say, seeing what others do, and representing these as accurately as possible. It means having an understanding, while recognizing that researchers' understandings often are based on the values, culture, training, and experiences that they bring to the research situations, and that these understandings might be quite different from those of their respondents.

While possible links are suggested between this study and theoretical offerings, merely through the presentation of a literature review and a report of a case study in the same volume, personal judgments, and more powerful generalisations, must be made through reader interpretation (Simons, 1996; Stenhouse, 1985; Sturman, 1997). The objective outsider then must determine what level of confidence can be placed in any aspect of a study by relating observations, claims and findings to other available evidence (Gillham, 2000). It is the reader's province to decide the extent to which the researcher's case is similar to and likely to be instructive first, to theirs (Bassey, 1999; Hammersley, 1993; Merriam, 1998; Patton, 2002), second, to the theory (Burns, 1994; Yin, 1994), or third to both the readers' experience and the theory, that is, the case study report has to "make not only local or context-informed sense but also *theoretical sense*" (Miles & Huberman, 1994, p. 237, emphasis in original). Indeed, what Stake (1995, p. 85) terms "naturalistic generalization" occurs when the reader is "familiar with other cases and they add this one in, thus making a slightly new group [of cases] from which to generalize", thereby affording them a "new opportunity to modify old generalizations". Moreover, the

interpretation of a report is dependent, in part, on the nature of the audience—“primary audience” or practitioners, unlike a “secondary audience” or the research audience (Walker, 1993, p. 179)—as discussed in the previous section (3-2). Documenting key features, therefore, is crucial to strengthen the educational potential of the case study report (Sturman, 1997).

The use of multiple policy actor data sources addressed, in part, the constraints of time and resources that resulted in the researcher’s focus on policy actors’ self-reports, and the lack of opportunity to verify the interview and survey data in schools or classrooms. Specifically, an attempt to address any disparity between “what people believe...and what they actually do” (Gillham, 2000, p. 14) was undertaken in the instance of Key Teachers’ self-reporting, by gathering data from a colleague of each Key Teacher—referred to as the *Other* Teacher—in the process of interrogating the Research Questions 3 and 4. Offering participants opportunities to read interim and final summaries of data gathering and analysis and to make comments strengthened the potential for credibility (Burns, 1994; Lincoln & Guba, 2000; Yin, 1994).

Additionally, one of the outcomes of the researcher’s varied roles in this study meant the formation of an informal group approximating a “regular consultation group” (Gillham, 2000, p. 33) with whom intermittent contact was maintained, thereby enabling the researcher to check her understandings through making reference to a small number of participants and the data rather than her own reference points. It was difficult to offer a guarantee of anonymity to some of the study’s participants; for example, there was only one Minister for Education at the time of data gathering. The passage of time between data gathering and the writing of this thesis, however, helped to “protect anonymity or at least to make identification more difficult” (Wolcott, 1973, p.5).

3-4 Varied roles of the researcher in this study

One year prior to the KT(BM) Program implementation, the writer was appointed as co-leader of a Behaviour Management Team in one of the geographical regions in which the professional development sessions would be conducted. Her work in this position,

and previously in a related program facilitated her support role with colleagues and school communities and was a precursor to her participation in the Program. These circumstances provided her with the ready means of undertaking the three phases of data gathering, in particular to address Research Questions 3 and 4. The researcher had the opportunity to undertake a modified form of the “participation observation” procedure described by Bogdan & Biklen (1998, pp. 2-3), although, being a facilitator and participant demanded her attention to achieving a balance between participant role and research role, and removed the opportunity to undertake note-taking during the professional development sessions (Yin, 1994).

Therefore the researcher participated in three roles at various stages during policy implementation in this instance: facilitator, participant and researcher. Specific training for the facilitator role was provided by her participation in the first two days of professional development in another geographical region where one of the members of the Education Department’s state-wide implementation committee conducted the sessions for that region. Attendance at this training occurred on a Thursday and Friday of one week; the following Monday and Tuesday she commenced her facilitator role for the first two days of the professional development sessions in her region. She became a participant in subsequent sessions before commencing her role as participant-researcher, after having declared her researcher role and gained in-principle support from her colleagues for their participation in her proposed research.

The multi-roles of the researcher inevitably created hurdles that necessitated recognition of the mix of responsibilities she brought to the study—colleague of the study participants, an employee of the Department that implemented the Program, a participant and part time facilitator involved in delivery of professional development sessions during the initial days—and how these varied roles might bias her perceptions (Burns, 2000; Walker, 1993). Reflection on the potential conflict between researcher and participant roles, that is, objectivity as researcher and extent of perceived ownership of initial KT(BM) Program outcomes was essential. The facilitators’ responsibilities during the first two days of the professional development, however, lay with implementing a

process to enable the participants to focus on the content they had identified was important to them. This circumstance was a crucial element contributing to the writer's capacity to perform, simultaneously, research and participant roles. In *this situation*, perceived ownership issues for the researcher, therefore, centred on *process* rather than *content* of professional development sessions.

The opportunity to gain access to understanding actions and motives, as described by Taylor and Bogdan (1998, p. 49), "from the inside" was an advantage; the researcher was able to establish almost instantly what she had "in common with people". This advantage, however, was accompanied by the risk of losing sight of the bigger picture and representing biases of the group (Yin, 1994). In part this threat to impartiality was addressed by the gathering and analysis of documents to examine the policy's history and to maintain a record of the overall story in addition to strengthening objectivity (Fitz et al., 1999). The researcher, therefore, worked in a milieu of regular self-reminders about the significance of maintaining sufficient distance from the responses of study participants and the documents available for gathering and analysis both in order to achieve fair representation of the data and to grant the respondents a distinct voice from that of the researcher (Strauss & Corbin, 1998).

3-5 Gaining permission to conduct the research, to access to the Program, and to obtain the consent of participants

The required proposal forms were completed and submitted to the University of Tasmania's Ethics Committee (Human Experimentation) and the Education Department, the latter being the agency implementing the Program and the researcher's employer at the time of the study.

The researcher met with her colleagues at the completion of one of the training days and declared the fact that she wished to complete the study with approval from the University Ethics Committee and the Education Department, as well as approval and assistance from some schools and KT(BM) Program participants.

Subsequent to receipt of the required approvals (see Appendix B, Items, B1a & B1b) letters were sent to principals of the schools selected to participate in the study seeking their schools’ involvement in the study (see Item B2a). Copies of the University and Education Department approvals were enclosed with the letters to principals. In each school in which the principal’s consent was given, a package was mailed to the Key Teacher containing a letter of invitation (Item B2b), information sheet about the study (Item B3), data gathering timeline (Item B4) and consent forms.

3-6 The data gathering from policy actors, print media, Hansard, and documents

The data were gathered from a sample of policy actors, print media articles, records of the Tasmanian Parliament (Hansard) and a variety of documents. Figure 3-1 provides an overview of the data gathering from *all* sources.

Figure 3-1 Chronology of data gathering from policy actors, print media, Hansard, and documents

pre-implementation phases			implementation		period subsequent to KT(BM) Program			
1992	1993	1994	1995	1996	1997	1998	1999	2000
Print media & documents			Policy actors & documents					Policy actors

Key:  data gathering  KT(BM)P training & data gathering

Note: references to policy phases in Figure 3-1 and subsequent figures in Chapter 3 are based on the Australian policy cycle (Bridgman & Davis, 2000)

Details of data gathering from the policy actor sample are described in Section 3-7. Details of data gathering from the print media, Hansard and document sources are provided in Section 3-8.

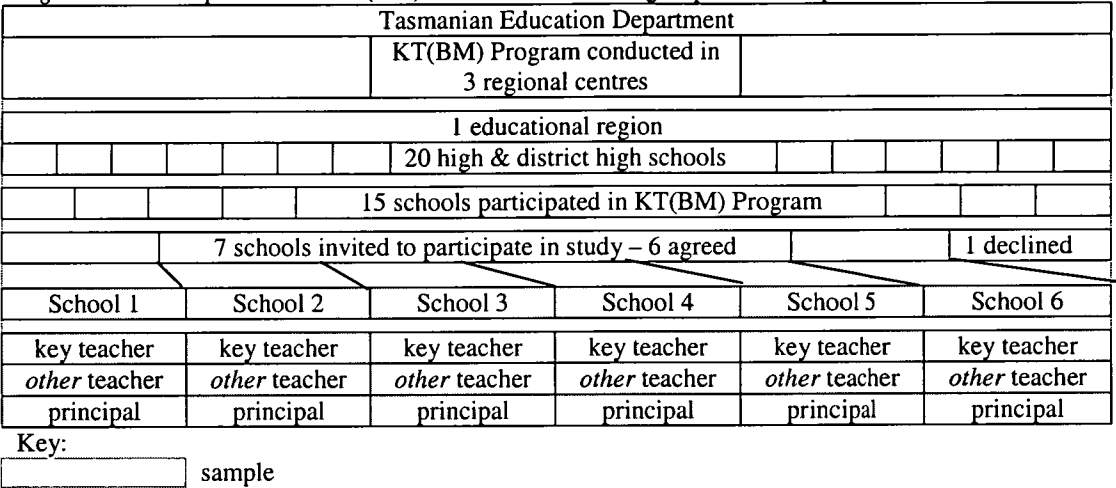
3-7 The policy actor sample and data gathering timeline for the sample

In this section the policy actor sample is described and the data gathering timeline for the sample is outlined. The sample is described in three sub-groups: first, the school-based sample whose schools participated in the KT(BM) Program; second, the non-school-based policy actors who participated in the Program; and finally, the school-based policy actors, whose schools did not participate in the Program. The description of each of the three sample’s sub-groups is prefaced by a summary figure.

Policy actor sample - school-based personnel whose schools participated in the KT(BM) Program

Figure 3-2 illustrates the sample sub-group of school-based policy actors whose schools participated in the KT(BM) Program and provides an indication of the relationship between the sample and aspects of the Education Department’s structure.

Figure 3-2 Participants in the KT(BM)P - school-based sub-group of the sample



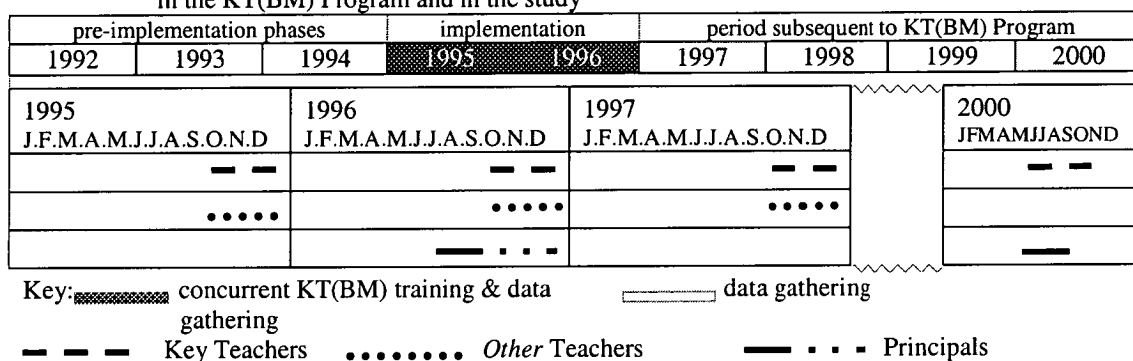
The KT(BM) Program’s professional development sessions were conducted in three regional centres in Tasmania. The study was conducted in one of these geographical regions. In the selected region, fifteen of twenty schools—high and district—elected to participate in the KT(BM) Program.

Selection of the schools was stratified purposeful (Miles & Huberman, 1994) in order to sample of range of policy actors, and, in the case of the school policy actors, to explore a range of characteristics—school sizes, geographical locations, representation of both high schools and district high schools within the region. Subsequent to obtaining approval from the University of Tasmania Ethics Committee and Education Department, the principals of seven schools, of the 15 schools in the region in which this study was conducted, were invited to participate in the study. Six of the seven principals gave approval for teachers to be invited to participate in the study. One principal declined for

his school to participate in the study citing reluctance to add to the workload of the school's Key Teacher.

In each of the six schools that participated in the study, three personnel were invited to participate: the Key Teacher (Behaviour Management), that is, the teacher who participated in the professional development sessions; one *Other* Teacher, that is, one of the Key Teacher's colleagues, identified by one of several means as described in the demographic data presented in Section 6-3, and the Principal. Figure 3-3 illustrates the times at which the data were gathered from the school-based personnel.

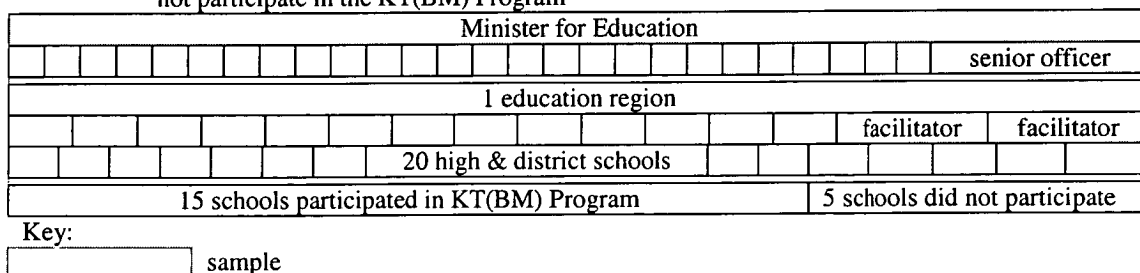
Figure 3-3 Chronology of data gathering from the sample of school-based policy actors who participated in the KT(BM) Program and in the study



Policy actor sample - non-school-based policy actors

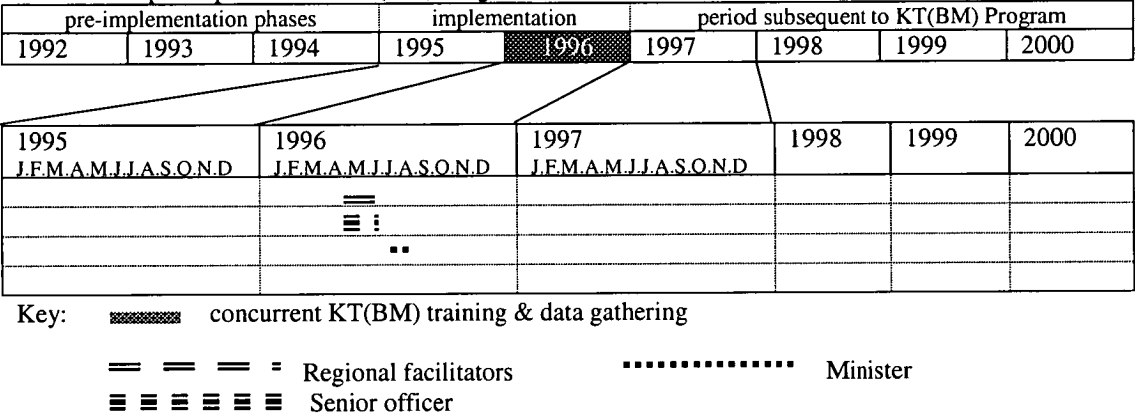
Figure 3-4 illustrates the non-school-based policy actors, and the relationship between this sub-group of the sample and aspects of the Education Department structure. A description of the sampling procedure follows Figure 3-4.

Figure 3-4 Non-school-based sub-group of the sample and the school-based sub-group whose schools did not participate in the KT(BM) Program



The non-school-based sample included the Minister for Education, one senior officer who had responsibility for the implementation of the KT(BM) Program, and two facilitators of the professional development sessions. This was a purposively selected group. Figure 3-5 illustrates the chronology of data gathering from the non-school-based sample.

Figure 3-5 Chronology of data gathering from the sample of non-school-based policy actors who participated in the KT(BM) Program



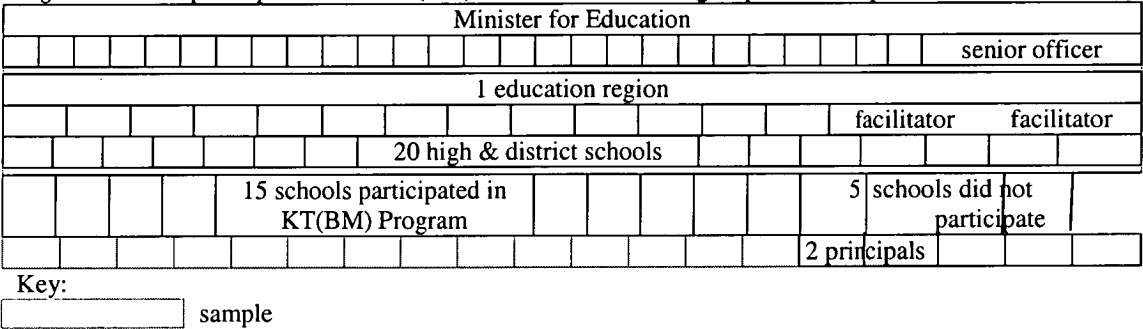
The Minister for Education was invited to participate in an interview in order to gather data about the policy’s origins, implementation and evaluation. To obtain access to the Minister for Education for an interview, and because the researcher was an employee of the Education Department, a written request for permission and a copy of the proposed questions were sent through the researcher’s District Superintendent to the Deputy Secretary of Schools and Colleges for approval prior to contact being made with the Minister’s Office.

A senior officer with overarching responsibility for implementation of the KT(BM) Program, and two of the regional facilitators, comprised the non-school sample. The non-school based study participants were contacted individually and mailed separate packages containing the research materials similar to those sent to the principals and teachers.

School-based policy actors whose schools did not participate in the KT(BM) Program

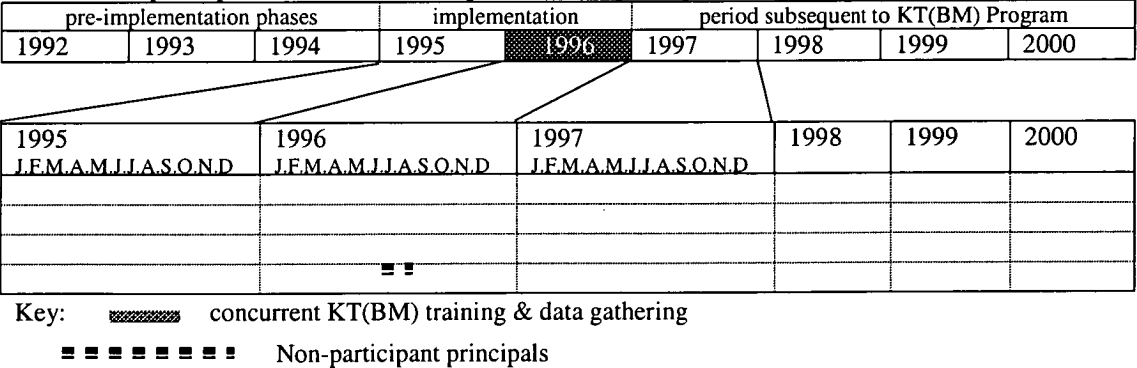
Figure 3-6 illustrates the school-based policy actors whose school did not participate in the KT(BM) Program, and the relationship between this sub-group of the sample and aspects of the Education Department structure. A description of the sampling procedure follows Figure 3-6.

Figure 3-6 Non-participants in the KT(BM)P - school-based sub-group of the sample



The non-participant school-based sample comprised two principals of schools that did not participate in the KT(BM) Program. They selection was purposive to achieve schools with markedly different characteristics; size, geographical location, and representation of both high schools and district high schools within the region. Figure 3-7 illustrates the chronology of data gathering from the non-school-based sample.

Figure 3-7 Chronology of data gathering from the sample of school-based policy actors who did not participate in the KT(BM) Program but who participated in the study



While some schools did not participate in the KT(BM) Program they formed a part of the broader implementation context and, therefore, part of the implementation story.

The two principals whose schools did not participate in the professional development initiative were from the same region as the six schools participating in the study. These two principals were invited to participate in individual face-to-face interviews. These interviews were undertaken in order to seek a more extensive range of perceptions of the policy's implementation process than would be likely to be obtained from only schools that participated in the professional development sessions.

3-8 Preparation for and conduct of the data gathering phases

The “Australian policy cycle” (Bridgman & Davis, 2000, p. 27) provides a helpful framework for describing, in an eight-phase model, what happens in the policy process, and for pursuing improvements. Notwithstanding the difficulties of any attempt to represent the iterative nature of policy in a normative model in common with characteristics of the policy process described in the literature, and as demonstrated by the Literature Review in Chapter 2, the work of Bridgman and Davis provided a useful structure to examine this policy. The eight-phase model commences with *identifying issues* prior to *policy analysis* and selecting *policy instruments* that may enable a response. *Consultation* to “test the strength” (p. 28) and consideration of any necessary *coordination* with treasury or amongst government agencies precedes the *decision* by cabinet. *Implementation* and *evaluation* complete the model, although its circular design indicates the “continual turning” of the policy “wheel” (p. 29).

Figure 3-1 is repeated in order to invite the reader to refocus on the data gathering from all data sources prior to shifting the spotlight to converge specifically on: first, an outline of the phases of the study; and second, specific data collection and analysis strategies in accordance with the relevant research questions.

Figure 3-1 The period during which data gathering occurred and chief data sources

pre-implementation phases			implementation		period subsequent to KT(BM) Program			
1992	1993	1994	1995	1996	1997	1998	1999	2000
Printed media & documents			Policy actors & documents					Policy actors

Key:

data gathering
 concurrent KT (BM)P training & data gathering

Data gathering occurred at various times during a nine-year period. A description of aspects of the period in which this study took place was informed by data gathered first, from snapshots during the three years prior to the policy's announcement; second, through the two years during which the resultant professional development sessions occurred; and third, from perceptions up to four years into implementation at the school level.

The sequential nature of the data gathering is illustrated in the chronologies depicted in Figures 3-8 to 3-14. Each chronology is followed by a description of the relevant data sources. Shaded cells indicate the years during which each source of data was sought.

Research Question 1

Describe the trajectory of the policy that led to the announcement of the Key Teacher (Behaviour Management) Program. Research Question 1 entailed an investigation of the history of the policy in order that its development is mapped to the time of the Ministerial announcement.

In order to gather data about the early trajectory of the policy a predominantly historical approach was adopted (Burns, 1994). Table 3-1 lists and aligns each policy phase (Bridgman & Davis, 2000) with phases of this study and with data gathering methods.

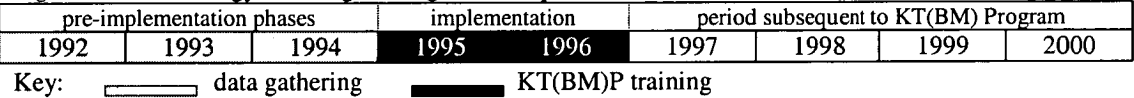
Table 3-1 Research Question 1: Policy and study phases and related data gathering

Phase of the policy (Bridgman & Davis, 2000)	Phase of this study	Data gathering methods
Identify issues	Prior to the Ministerial statement - public concern about student behaviour in schools - political engagement	1992-1994 Print media coverage Hansard records Documents - Liberal party's policy platform
Policy analysis Policy instruments Consultation Coordination	- Minister requested formal advice from advisory council and agency sources	mid 1994-early 1995 Documents - Tasmanian Education Council's (TEC) discussion paper - TEC's final report - Education Department's response paper

A retrospective search for printed media reports and documentation during 1992, 1993 and 1994, that is prior to the Minister’s announcement offered an opportunity to reveal events that offered a history of this policy’s development that otherwise might not be disclosed (Merriam, 1998; Yin, 1994). Searches of the Tasmanian printed media and the Tasmanian Parliamentary Hansard were undertaken to check the concurrence of both political and public interest with students’ inappropriate behaviour reportedly peaking at a level that appeared to necessitate political action. Gathering mute material evidence and verbal evidence (Denzin & Lincoln, 2000; Hodder, 1994) enabled a fuller picture of the policy process to be described.

Print media

Figure 3-8 Chronology of data gathering from the print media – RQ1





A search of the three regional Tasmanian daily newspapers during 1992, 1993 and 1994 was completed using the Tasmanian State Reference Library’s software. This search was performed using search terms related to school students’ inappropriate behaviour: the term *inappropriate behaviour* had gained currency during the time of the policy phase in which issues were being identified (see Bridgman & Davis, 2000).

Tasmanian parliamentary record (Hansard)

Figure 3-9 Chronology of data gathering from the Tasmanian parliamentary record (Hansard) – RQ1

pre-implementation phases			implementation		period subsequent to KT(BM) Program			
1992	1993	1994	1995	1996	1997	1998	1999	2000



Key:  data gathering  KT(BM)P training

An on-line search of the Tasmanian Hansard during 1993-1994 was conducted retrospectively in order to determine the extent to which there had been a convergence between politicians' concerns expressed in Parliament and the interest expressed by members of education communities and the public in the daily print media.

Documents: Chronology

Figure 3-10 Chronology of data gathering from documents – RQ1

pre-implementation phases			implementation		period subsequent to KT(BM) Program			
1992	1993	1994	1995	1996	1997	1998	1999	2000

Key:  data gathering  KT(BM)P training

In order to reconstruct some additional preceding events and context in which the policy was developed and enacted, informal enquiries to a range of policy actors resulted in the researcher's access to other documents which offered potential enlightenment of the policy processes: the education policy of the political party in power at the time of the Ministerial announcement, copies of the Tasmanian Education Council's discussion paper and its subsequent final report, and the Education Department's response.

Research Question 2

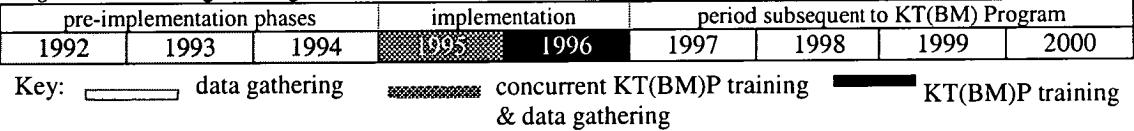
Describe the development and initial planning for the Key Teacher (Behaviour Management) Program prior to the implementation of the professional development program with teachers. Research Question 2 entailed an investigation of influences on the development of the professional development sessions in order to map the policy's early implementation from the time of the Ministerial announcement to immediately prior to the commencement, with school personnel, of the KT(BM) Program and specifically the professional development sessions. Table 3-2 outlines the policy and study phases for Research Question 2.

Table 3-2 Research Question 2: Policy and study phases and related data gathering

Policy phase (Bridgman & Davis, 2000)	Phase of the study	Data gathering methods
Decision	Ministerial statement	<i>Feb-Mar 1995</i> Documents - Minister's press release Print media reports
Implementation	Agency and school implementation 1 st year	<i>Mar-Apr 1995</i> Documents - Education Department strategic plan - Minutes - Program Reference Committee - Minutes - Planning Committee - Education Department correspondence to schools

Documents: Data Gathering 1

Figure 3-11 Data gathering from documents – RQ2



The Minister’s press release (see Appendix H), associated print media reports (see, e.g., Appendix E), the Education Department’s strategic plan, available record of a KT(BM) Program Reference Committee meeting (see, e.g., Appendix L), and the Department’s correspondence to schools (Appendix I, Item I1) were collected from the time that students’ inappropriate behaviour became the focus of political attention prior to the Minister’s announcement. These documents were collected relatively quickly, compared to gathering the data from participants in the study, and offered a history of policy development and implementation that most participants might not readily recall or understand (Merriam, 1998; Yin, 1994) or that could be used most effectively to substantiate and amplify data from other sources rather than being solely relied upon as an accurate information source (Hodder, 1994; Yin, 1994). Therefore, some of the interview and survey questions were intended to overlap with the information potentially offered by the document collection.

Research Question 3

How was implementation into six school contexts of the Key Teacher (Behaviour Management) Program mediated by: the policy process; the broad context of the Education Department; and the particular schools to which it was transferred? Research Question 3 entailed an examination of a range of data from policy actors and documents in order to describe policy and contextual influences as set out in Table 3-3.


Table 3-3 Research Question 3: Policy and study phases and related data gathering

Policy phase (Bridgman & Davis, 2000)	Phase of the study	Data gathering methods
Implementation	Department and school implementation 1 st year	<p>1995-1996</p> <p>Documents</p> <ul style="list-style-type: none"> - Professional development program materials - Teachers' union notices re moratorium - Department correspondence to schools <p>Policy actor samples</p> <p><i>Stage 1</i></p> <p>Interviews:</p> <ul style="list-style-type: none"> ▪ Key Teachers ▪ "Other" Teachers ▪ KT(BM) Program facilitators ▪ Senior officer <p><i>Stage 2</i></p> <p>Questionnaires:</p> <ul style="list-style-type: none"> ▪ Key Teachers ▪ "Other" Teachers <p>Interviews:</p> <ul style="list-style-type: none"> ▪ Principals of non-participating schools ▪ Minister for Education <p><i>Stage 3</i></p> <p>Questionnaires:</p> <ul style="list-style-type: none"> ▪ Key Teachers ▪ "Other" Teachers <p>Interviews:</p> <ul style="list-style-type: none"> ▪ Principals of participating schools

Documents: Data Gathering 2

Figure 3-12 Data gathering from documents – RQ3

pre-implementation phases			implementation		period subsequent to KT(BM) Program			
1992	1993	1994	1995	1996	1997	1998	1999	2000

Key:  concurrent KT(BM)P training & data gathering



In addition to the documents gathered prior to the KT(BM) Program's implementation with school personnel, documents produced during the period the program was conducted were collected. Specifically, reference to the Education Department correspondence to schools informing principals of the implementation of the KT(BM)

Program, memos to schools and Key Teachers, KT(BM) Program materials, and documentation of the intervention of the teachers' union were gathered as they became available. The researcher's participant role in the program enhanced her access to documents of these types during this two-year period.

Policy Actors

Figure 3-13 Data gathering from the sample – RQ3

pre-implementation phases			implementation		period subsequent to KT(BM) Program			
1992	1993	1994	1995	1996	1997	1998	1999	2000

Key:  KT(BM)P training & data gathering  data gathering

Policy actor sample in schools that participated in the KT(BM) Program: Key Teachers, Other Teachers, and Principals

The original intention was to gather data from the teacher-participants—the Key Teachers (BM) and the *Other Teachers*—during three periods: first, once the professional development program commenced (mid-to-late 1995); second, towards the concluding stages of the professional development program when implementation in schools was expected to be substantially underway (mid-late 1996); and third, following completion of the program when it was intended that teachers would be working independently of collegial support which was readily available during the professional development sessions (1997). Data gathering and analysis at three discrete periods of time enhanced the ability to surmise how events occurred and pursue links between support and policy implementation (Miles & Huberman, 1994) as this strategy permitted both ongoing and final analyses (Glaser & Strauss, 1967; Merriam, 1988).

During the first period of data gathering (late 1995) from the teacher-participants, data were gathered through the use of interviews. Prior to carrying out the first phase of interviews feedback was sought from two of the study participants on the wording and intent of the questions consistent with recommended procedure according to Slavin (1984). The assumption was not that these participants were representative of their group, but rather that they were articulate in identifying issues the researcher might need to consider in developing the questions (Wiersma, 1995). There was already a helpful

connection between the study participants and the researcher: the interview process enabled development of a deeper rapport. The face-to-face setting promoted two-way conversations through which a deeper understanding was promoted and unexpected information could be pursued and provided access to some of the “elites” (Guba & Lincoln, 1981; Kennedy & Connor, 2000); those policy actors with high levels of familiarity with aspects of the instance of policy being studied.

The more lengthy interviews with participants were audio-recorded and transcribed to provide an accurate record, and a source that offered verbatim quotes for analysis and presentation in the study. In those situations where the surroundings did not permit recording—some interviews were done ‘on the move’ in a few spare minutes between sessions, in the school playground, or under similar circumstances—notes were taken by the researcher and read back to the participants to check accuracy.

Due to the subsequent transfer of the researcher to a new position and the resultant inability to maintain direct contact with participants in the study, questionnaires had to be used during the second and third periods of data gathering (1996 and 1997). The questionnaires (see Appendix C, Item C3) comprised open- and closed-questions and were used to gather more systematic data (Grant & Fine, 1992).

The interview questions and items for the questionnaires (see Appendix C, Items C3 & C4) centred on perceived outcomes of the professional development program for both the teachers’ individual practice and for school-wide dissemination. The questions provided data that pointed to roles undertaken by the Key Teachers. The questions were designed with the aim to obtain contributions from the study participants on their perceptions of what they could achieve as a result of their participation in the professional development program and the support for their role available in their schools contexts. The interviews and questionnaire items asked of the teachers addressed Research Question 3 and Research Question 4.

The first two periods of data gathering were established in order to gain participants' responses towards the end of each year of the two-year professional development sessions (1995 and 1996). The purpose of data gathering during the third period was to compile data about the ensuing year of implementation in schools after conclusion of the professional development sessions (1997). Between periods and after the final period the researcher summarised responses that were sent back to the participants for "member-checking" (Janesick, 1994, p. 217). Included with the feedback was an invitation to make additions, deletions, other amendments, or to seek clarification of the material. This practice was intended to assist accuracy, provide additional time for reflection on responses, and offer participants an opportunity to give ultimate consent to use of the data in this study.

The procedures for gathering data from the policy actors was complemented by the forwarding of summaries of participant groups, for example, Key Teachers, *Other* Teachers, to participants for the purpose of amending or making comment. Principals were invited to complete questionnaires concurrently with the third phase data gathering from the teachers. Their responses were collated and this summary mailed to each principal inviting any further comments or questions. Subsequent to the mail-out, telephone calls to principals were made to answer any questions and to increase the response rate. The third stage of feedback to teachers was achieved by a telephone call to each of the study's participants to arrange a convenient time to meet or discuss by 'phone any feedback or 'final' comments they wished to make about the program and subsequent implementation.

The Minister's statement had identified that a primary focus of the KT(BM) Program was the opportunity for Key Teachers to work with colleagues. Therefore data gathered from the *Other* Teacher at each school were opinion and observations of the work the Key Teachers undertook with their colleagues in order to triangulate data from the Key Teachers. Similarly, data from the surveys conducted with principals were intended to provide some observations of the work of the Key Teachers, and system support for this policy initiative. The *Other* Teachers and the principals were asked about school support

for implementation opportunities provided for Key Teachers to perform the Key Teacher role.

Policy actor sample of non-school personnel: Program facilitators

The selection of two facilitators who were to be interviewed was undertaken to obtain one facilitator from each of two groups; one facilitator who was both a facilitator and a participant, and one who facilitated at all three regional centres. These two participants, therefore, had ongoing contact with the Program. While from two different groups, no claim is made that their perspectives would have been representative of these groups. Rather the researcher attempted to obtain a broader range of contributions than if the two facilitators had been selected randomly. The facilitators were invited to participate in interviews during or soon after the first year of professional development (late-1995 or early-1996).

Policy actor sample of non-school personnel: Senior officer and the Minister for Education

A senior officer from a central office and the Tasmanian Minister for Education at the time of the announcement of the Program each participated in an individual interview. The officer was interviewed towards the end of the first year's professional development sessions (1995) in order first, to seek information about the policy's trajectory from prior to the Minister's announcement, during the first year of implementation with schools' Key Teachers and second, to gain a picture of decision making for the second year. This interview was one conducted in the midst of policy.

It was intended to interview the Minister during the second year of the Program when it was expected that more outcomes in schools would be evident than had the interview been conducted earlier. Speculation that the Minister might be interested in Program outcomes influenced this decision. When the Minister was interviewed, however, he was no longer Minister for Education.

Policy actor sample of school personnel whose schools did not participate in the Program: Two principals

Two principals of schools that did not nominate Key Teachers were invited to participate in individual interviews to gain their perceptions and possible reasons for their decisions not to participate in the KT(BM) Program.

Research Question 4



What were the policy actors' reports, in hindsight, of the policy process, and in particular, what of their reports related to the implementation process might offer potential benefit to future policy processes? Research Question 4 entailed an analysis of the reported experiences of school-based policy actors and their reflections with the benefits of hindsight, on the policy process.

The opportunity to reflect on the policy process in conjunction with some of the study's participants provided some of the data that was interrogated to address Research Question 4. The retrospective phase comprised first, a questionnaire that invited participants to reflect on the policy process in the instance of the KT(BM) Program and second, an individual interview—either face-to-face or by telephone—with participants who agreed to participate in the second stage of the retrospective phase. A concept of devising and seeking feedback on a “framework for implementation” emerged from some of informal conversations between participants and researcher.

Policy and study phases and data gathering from policy actors

Figure 3-14 Timeline for data gathering from the policy actor samples

pre-implementation phases			implementation		period subsequent to KT(BM) Program			
1992	1993	1994	1995	1996	1997	1998	1999	2000

Key:  KT(BM)P training & data gathering  data gathering

The data gathering sought data about the policy process and offered study participants opportunities to contribute their perspectives of the policy process in its entirety with the

advantage of hindsight and time for considered reflection aspects they had experienced, or on which they had viewpoints.

3-9 The data analysis phases

The use of modified case study method with the inherent employment of a variety of data gathering strategies generated a range of data sets: the notes made during the interviews with a range of policy actors, responses from the teacher samples to the questionnaire items, and copies of: the media reports; the Tasmanian Hansard; a range of Education Department publications, published memoranda and the professional development program materials for the KT(BM) Program; and the records of the teachers' union moratorium on the Program.

The process of data analysis was underpinned by undertaking sufficient reading and re-reading of the data to enable: first, commencement of the identification of major themes; second, identification of consistencies, and inconsistencies; and third, to enable the review and reworking of questions for subsequent stages of data collection. The review and reworking of the questions informed by previously analysed data constituted what might be best described as a quasi-grounded theory approach (Strauss & Corbin, 1990, 1998). Furthermore, a summary of each of the three stages of data gathering and initial analysis was prepared and mailed to each study participant who had contributed data, and to senior officers with responsibility for the Program and/or the operation of schools in the district offices in which the study was conducted and in the Education Department's central office. The reports included an overview, a report on the types of data gathering from the participants in the study, summaries of the key themes emerging from initial data analysis. The three reports were accompanied by a letter and a form requesting feedback or questions: it was intended that any feedback or material that may arise from questions might form part of the data for future analysis.

This study adopted primarily a case study approach. The researcher therefore approached the initial data analysis with an appreciation of the theory as accessible prior to the commencement of this study. Each of the first three research questions probed

different phases of the policy process in relation to the development and implementation of the KT(BM) Program. The fourth research question adopted a stance of gathering feedback with the benefit of hindsight.

Contents analyses of the documents and interviews were conducted by using a manual coding procedure (Burns, 1994; Miles & Huberman, 1994) which took on some features of a quasi-grounded theory approach (Strauss & Corbin, 1990, 1998) in order to identify the dominant emerging themes. Through this process of analysis of the data gathered in the course of undertaking this study, the researcher developed a discernment that expanded with exposure to the detail of this instance of policy.

Analysis of the data from sources other than policy actors (print media, Hansard and documents)

In accordance with a quasi-grounded theory approach, verbatim records—interview transcripts and documents—were analysed using the technique of open coding and subsequent axial coding, similar to the procedure described by Strauss and Corbin (1990, 1998). This approach, therefore, was a key element in the analysis of data related to the four research questions.

During the coding process one interview and several reports from the printed media were coded by the researcher, and separately by a colleague, acknowledging the importance of inter-rater reliability (Burns, 2000; Wilkinson, 2000).

The quantity and quality of data enabled the researcher to develop several arch-codes that emerged from the data. Subsequently an approach of linking these code threads pictorially led to the researcher's development of a *code-web* for indicating and comparing emerging themes from a variety of data sources (see Appendix D, Item D1). A pictorial representation enabled cross-checking of the researcher's initial coding (see Appendix D, Item D2).

Analysis of the interview notes and the questionnaire responses

After each phase of analysis of the interviews or questionnaires was gathered, the data analysis was used for two major purposes: first, the evolution of the study and of the policy's implementation resulted in the surfacing of the need, or sometimes the opportunity, to incorporate unforeseen aspects (Bogdan & Biklen, 1998; Gillham, 2000; Strauss & Corbin, 1990, 1998); second, to consider the need or the opportunity to revise the items drafted for the interviews and questionnaires.

The analysis of the data from some of the closed items from the questionnaires for the policy actors groups resulted in opportunities to present tables of data indicating an overall view of the perspectives of the study participants at a specific time during the policy process. This comparison was not an attempt to intimate that priority should be given to identification of, or reduction to, an overall majority or minority view.

Accordingly, influential in the approach to data analysis were first, the fact that the sample was drawn from only one of three regional groups; and second, the realization that the researcher's understanding of the data was underpinned by the concept of learning about "multiple realities rather than a single reality" (Bogdan & Biklen, 1998, p. 27).

Interview transcripts and notes taken during interviews not audio-taped were read and re-read many times during first, preparation of notes or transcripts; second, preparation of the progress reports; third, use of the data to inform subsequent data gathering; fourth, the coding process; fifth, preparation of material for publication or conference proceedings; and, finally, compilation of this report of the study.

The interview transcripts provided richer and more accurate data than the notes from the interviews undertaken "on the run". Therefore the following procedure was adopted: first, the transcripts were coded; second, the notes were analysed, in order to identify links with the codes derived from the analysis of the transcripts, and in order to identify emerging themes that were not subsumed by the previously identified codes.

Summary

Multiple sources of data, analysed using a quasi-grounded theory approach comprising open coding and axial coding, from a range of policy actors was gathered during the course of this modified case study to develop a detailed profile of *what* happened, *how* it happened and *why* it happened in one instance of policy. In some instances data were gathered on four separate occasions from some policy actor sources. On these occasions a preliminary analysis of data already gathered informed the review and revisions of data gathering instruments' design and content previously submitted to the University Ethics Committee and the Education Department at the time approval was sought to conduct this study.

An array of policy actors participated in this study. Most study participants were involved in the Program's professional development sessions or worked in schools that were involved through the agency of their Key Teachers. Another two participants were from schools not involved in the Program. A further two participants were the senior officer of the Education Department with responsibility for the operational area that included the Program and the Minister for Education. Non-policy actor data sources included: the Tasmanian Hansard, print media reports, and a range of documents produced by political, Education Department, and the teachers' union.

An analysis of the study's data is presented in the following four chapters. The results of the data analysis for each of Research Questions 1, 2, 3 and 4 are presented in Chapters 4, 5, 6 and 7 respectively.

Chapter 4 Results – Research Question 1

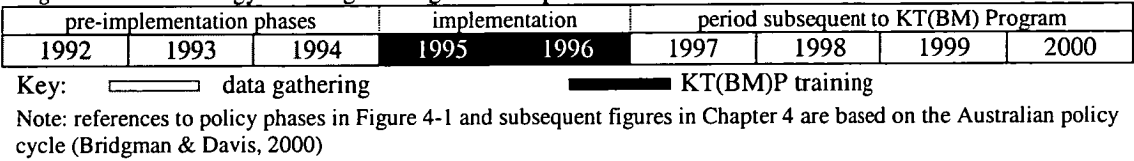
Introduction

The results of the study that relate to the first of the study's research questions—*Describe the trajectory of the policy that led to the Key Teacher (Behaviour Management) Program*—are presented in this Chapter 4 grouped according to data source. The results are presented in chronological order to plot the initial trajectory of the policy to the point at which the Ministerial announcement occurred. Emerging themes that traversed the analysis of data related to Research Question 1 are presented. Data sources that contributed to the interrogation of Research Question 1 are listed below:

- 4-1 Articles published in the print media prior to the Ministerial announcement
- 4-2 Documents
 - Liberal Party's Education Policy - *Jobs and Education*
 - Tasmanian Education Council - Discussion paper on inappropriate student behaviour
 - Tasmanian Education Council - Report to the Minister for Education and the Arts on inappropriate student behaviour
 - Response from the Education Department to the Tasmanian Education Council's Report on inappropriate student behaviour
- 4-3 Tasmanian House of Assembly Hansard
- 4-4 Government of Tasmania press release (The Minister's announcement)
- 4-5 Articles published in the print media at the time of publication of the Minister's announcement
- 4-6 Interviews
 - The Minister for Education (Items 1 and 2)
 - A senior officer of the Education Department (Items 1 and 2)

4-1 Articles published in the print media prior to the Ministerial announcement

Figure 4-1 Chronology of data gathering from the print media



Three regional Tasmanian newspapers are published daily: *The Mercury*, with the majority of its readership in Hobart in the state’s south; *The Examiner*, with its readership base in the north-east; and *The Advocate*, with the majority of readers in the north-west. During 1992, 1993 and 1994 the three daily newspapers published several types of articles relating to the issue of student behaviour in schools; letters to the editor, news stories and special features. Print media articles were identified using the Tasmanian State Library’s electronic catalogue and search software. Content analysis of the articles revealed similar themes in the three newspapers’ coverage of the student behaviour issue; there was increasing public attention to the issue of the student behaviour in Tasmanian government schools and typically it was stated that additional resources were needed to address the issue effectively. Examples of the print media articles and an example of the coding procedure employed in the analysis of the content of the articles are demonstrated are presented in Appendix E.

The print media published newspaper articles and features entitled: “Teachers face violence threat” (*The Examiner*, March 1, 1992, p. 2); “Tassie’s teachers stressed out” (*The Examiner*, May 9, 1993, pp. 1-2), “School discipline, a special report—breakdown!” (*The Examiner*, June 1, June 2, 1993; pp. 4-5 both editions; Appendix E contains four articles published in *The Examiner*, June 1, 1993, p.4); several opinions from teachers: “More teachers speak out” and from one student, “I was assaulted” (*The Examiner*, June 4, June 3, 1993; p. 9 both editions). Coverage of a Tasmanian Primary Principals’ Association conference contained a report entitled, “Dangerous students on the rise” (*The Examiner*, July 15, 1993, p. 4). The reporting of a federal parliamentary inquiry into violence in schools, “School rape shock: Inquiry told of Tassie classroom violence”, received attention from the presidents of both the Tasmanian Council of State

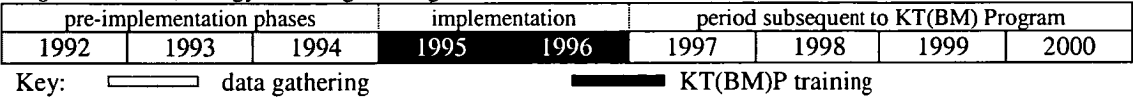
School Parents and Friends Associations and the Tasmanian Teachers' Federation (*The Mercury* July 28, 1993, front page). More broadly during late 1993, print media reports during October 1993 and December 1993 indicated that one-quarter of teachers were dissatisfied with their work to the point of wanting to leave teaching, in part attributable to cuts to education during the previous five years.

The Minister was coming under pressure; indeed, motions of no-confidence had been moved against him in Parliament. Alleged reliance, for education funding, on a government abalone royalties bill before parliament was reportedly causing a work milieu that a sizeable group of teachers perceived to be uncertain and ambiguous (*The Mercury*, December 1, 1993, p. 5). The following year records of politicians debating in public emerged, for example, in a report, "Violent students problem" (*The Mercury*, September 5, 1994, front page) and in a parent's report of her son's experiences of schoolyard bullying: "Mum's anguish over son's school trauma" (*The Advocate*, October 27, 1994, p. 1).

A range of policy actors had expressed concerns about student behaviour and the need for resources to support effectively students exhibiting behaviour problems. Groups of policy actors—parents, teachers, principals, and the teachers' union—had initiated media opportunities and/or responded to opportunities provided by the print media to provide their opinions and the details of their experiences. Many of the reports had gained front page status. Contributions from the Minister for Education appeared to be absent in the print media except, for example, one occasion on which he reportedly stated that some behaviour was "serious". The complexity of the problem of student behaviour, and the resultant need for a comprehensive strategy to addressing the problem that necessitated added resources, was a theme that continued to surface during 1994. The Minister's awareness of and capacity to address the issue of behaviour in schools had emerged in the public spotlight.

4-2 Documents published prior to the ministerial announcement

Figure 4-2 Chronology of data gathering from documents



Liberal Party’s Education Policy – “Jobs and Education”

The Tasmanian Liberal Party’s Education Policy for the February 1992 state election contained a broad reference to a need to support teachers in managing student behaviour, as follows:

To assist teachers further in their work a Liberal Government will ensure an adequate complement of guidance officers to make sure teachers have expert support in dealing with behavioural problems. (Tasmanian Liberal Party, n.d., p. 7)

The Liberal Party won the 1992 Tasmanian state election with a majority of three seats (19 seats in a 35 seat parliament). This circumstance undoubtedly placed the Liberal party under a high level of political pressure to perform. In fact, at the subsequent state election (February 1996) almost twelve months to the day after the Ministerial announcement of the professional development program that was the subject of this case study, the Liberal Party, while it won the largest block of seats of any party (16), did not win sufficient seats to retain power in its own right in 1996.

Tasmanian Education Council (TEC) - Discussion paper on inappropriate student behaviour

In March, 1994, the Minister for Education commissioned the TEC to provide him with advice on “inappropriate student behaviour in Tasmania” (1994a, p. 1). At the heart of the TEC’s discussion paper was advice sought from a representative group of principals from Tasmanian government and non-government schools and secondary colleges. The principals’ comments focused on “confusion about authority, a shortage and unavailability of human resources, increased class sizes, as well as additional, non-teaching loads placed upon teachers” (p. 1). The discussion paper identified issues of

concern, presented a discussion of the issues, invited readers to comment, and provided details for making submissions. Submissions were due by the end of April, 1994.

The list of respondents to the TEC's discussion paper included staff and community groups from all levels of government schooling, and a range of support staff, union, administrative and professional associations. The TEC noted receipt of a "small" (TEC, 1994b, p. 2) number of student responses, including the results of a survey conducted by a student body. The formal education community encompassed the totality of responses: possibly other agencies or groups were unaware of the report. Informally obtained advice was that the discussion paper was circulated within the formal education community only.

Tasmanian Education Council (TEC) - Report to the Minister for Education and the Arts on inappropriate student behaviour

The TEC's final report acknowledged the crucial role of broad social factors, including the "interaction between school and society", on inappropriate student behaviour (TEC, 1994b, p. iii). The report sought political acknowledgement of themes including, first, the complexity and breadth of influences on inappropriate behaviour, and second, the crucial roles played by schools notwithstanding their inability to address the issue of inappropriate behaviour "in isolation" (1994b, p. 1).

The TEC's report (1994b) highlighted several themes: first, the complexity of the issue of inappropriate student behaviour; second, the commensurate need for broad-ranging, social solutions; third, the significance placed by school personnel on professional, supportive networking; and finally the importance of early intervention.

Education Department - Response to the Tasmanian Education Council's Report on inappropriate student behaviour

The Education Department's response (DEA, n.d.) to the TEC's report, while it acknowledged the complexity of the subject of inappropriate student behaviour problems, did not reflect the multifaceted nature of inappropriate student behaviour in

any strategies for which detail or expenditure were listed. Minimal funding was listed for either of the two strategies proposed for which implementation detail and costs were listed. The less expensive of these two strategies was for a key teacher program costed at \$83,500 in which an “intensive *professional development programme to train a key teacher in every secondary school* in the skills of handling students with inappropriate behaviour” was proposed (DEA, n.d., p. 2, emphasis in the original). This Key Teacher (Behaviour Management) Program would enable “at least one key teacher in every secondary school” to receive training in order to “act as a point of reference for behavioural difficulties within the school”, “liaise with district support staff” and “deliver professional development packages within the school ... with whole school staff” (p. 5).

Several additional aspects of the proposed program were listed; changes in these aspects during policy trajectory pointed to major developments in the policy’s implementation. A minimum of 20 days for training was proposed with the “ideal” offering occurring annually to establish a pool of trained staff, with separate courses for primary and secondary staff, and featuring the use of local and the “possible” use of interstate speakers. The Department proposed that 10 days’ training would be conducted during school vacation time. Therefore only 10 days replacement costs for each teacher had been budgeted in the Department’s response.

The second costed initiative reported that “a proposal to establish one primary and one secondary Learning Centre on a trial basis *is being considered*” (DEA, n.d., p. 3, emphasis added).

The Education Department’s response to the TEC’s report acknowledged, but did not reflect, the multifaceted nature of inappropriate student behaviour. Minimal costs were provided for the two strategies proposed for which details of implementation were listed.

4-3 Tasmanian Parliamentary Hansard: House of Assembly - records prior to the Minister's announcement

Figure 4-3 Chronology of data gathering from Hansard

pre-implementation phases			implementation		period subsequent to KT(BM) Program			
1992	1993	1994	1995	1996	1997	1998	1999	2000
data gathering			KT(BM)P training & data gathering	KT(BM)P training & data gathering	KT(BM)P training	KT(BM)P training	KT(BM)P training	KT(BM)P training

An on-line search of the Hansard records for the Tasmanian House of Assembly (the lower house of the state Parliament) during 1993 to early 1995 using search terms “school”, “inappropriate”, “student” and “behaviour”, revealed occasions on which the topic of behaviour problems had been mentioned in parliamentary debate, particularly between May and September 1994. One coded excerpt from Hansard is presented as an example of the available data in Appendix F. In August 1994, one crucial piece of data was found: an amount had been set aside for “a project” (see Appendix F, p.3).

In addition to that there was an additional allocation of \$100,000 for a pilot program to develop further strategies for handling children with behaviour problems....in view of the fact that we have had the Tasmanian Education Council looking at the problem, we felt that it was appropriate to make some additional funding provision so that a project could get under way once we determined, having looked at all the possibilities, what form it ought to take. (Mr Beswick, Friday 26 August 1994 – Estimates Committee A – Part 1 – excerpt from pp. 1-47)

This evidence pointed to the identification of an amount to be allocated for an apparently unknown program. The Hansard record alluded to the scale of the problem of student behaviour, the Minister's awareness of the problem, the need for strategies to address the problem; the need for sufficient resources and appropriate support for school in dealing with student behaviour; the development of a new Education Act which would enshrine improvements relating to managing student behaviour and teacher stress; and, references to the forthcoming report from the Minister's advisory group (the TEC).



Themes identified in the Minister's statements included inappropriate student behaviour and violence were problems arising from trends in society; current strategies already in place in the Education Department were working effectively; \$100,000 had been allocated for a pilot program; and the need to await the Tasmanian Education Council's

final report on inappropriate behaviour in schools. Debate about inappropriate student behaviour in the House of Assembly peaked during May, 1994: on the 3rd, 5th, 10th, and 11th; student behaviour and the Government’s support for schools to work more effectively in the area of student behaviour and learning came under scrutiny.

4-4 The Tasmanian Government press release (the Minister’s announcement)

Figure 4-4 Chronology of data gathering from the Tasmanian Government press release

pre-implementation phases			implementation		period subsequent to KT(BM) Program			
1992	1993	1994	1995	1996	1997	1998	1999	2000

Key:  KT(BM)P training & data gathering  KT(BM)P training

On February 21, 1995, the Tasmanian Government issued a media release in which the Minister for Education announced the *Key Teacher (Behaviour Management) Program*:

Every Tasmanian secondary school and college will be provided with at least one key teacher specially trained to handle students with behaviour problems.... The key teacher program will incorporate a minimum of 13 days’ training Such a team approach to professional development has already worked very successfully in the Prep. Literacy Program, with resource teachers working alongside classroom teachers. I hope that we will be able to repeat that pattern of success under the key teacher training initiative. (Government of Tasmania, February 21, 1995)

The Minister’s announcement focused on the importance of a team approach where staff could work alongside each other, and was compared to an earlier program—the Prep. Literacy Program—that had been provided with sufficient resources to enable resource teachers provided to schools in addition to their existing staffing, first, to work successfully for regular blocks of time alongside classroom teachers, and second, to have designated planning and preparation time allocated within school hours.

The Government media release provided some details of the KT(BM) Program professional development sessions. Specific reference was made to several programs and strategies that the “training” would incorporate, many of these drawn from the actions proposed by the Department in its response to the Tasmanian Education Council’s report:

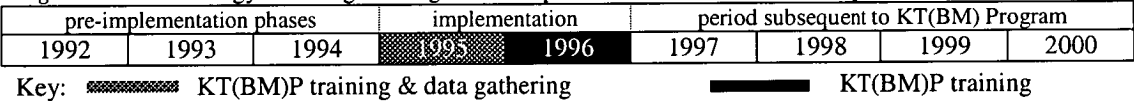
The training will incorporate the proper use of discipline sanctions, counselling, mediation, conflict resolution, professional assault response training, social skills training and teaching alternative to inappropriate behaviour. (Government of Tasmania, February 21, 1995)

The press release (see Appendix H) listed other measures to address problems identified by the TEC’s report. Less detail was provided in the press release for these measures than for the KT(BM) Program, and no resources were specified for implementation.

The trajectory of the policy had witnessed the ever-decreasing extent of strategies to address a problem that was typically acknowledged to be complex. Now, one strategy that focused on schools as the arenas in which the problem was to be addressed and that targeted improvement of teachers’ strategies for managing inappropriate behaviour, had taken precedence in the Minister’s announcement.

4-5 Articles published in the print media at the time of the Tasmanian Government press release (Ministerial announcement)

Figure 4-5 Chronology of data gathering from the print media at the time of the press release



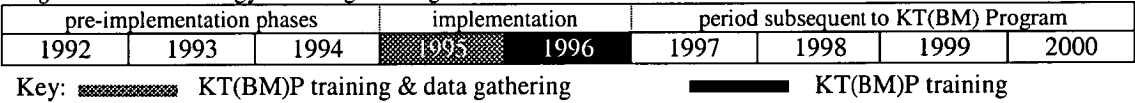
In February 1995, the three Tasmanian daily newspapers published reports about the Minister’s announcement of measures to address inappropriate student behaviour. A report in *The Advocate* (February 21, 1995, p. 7) contained references by the Minister to the complexity of the problem, the social nature of the problem, the need for changes in “basic community attitudes in some areas” and the reality of limitations on what could be achieved because of financial and resource restraints. The following day, *The Advocate*’s report headlined *Behaviour specialists for schools* drew heavily on the Minister’s Press Release. The article referred to a recommendation in the Tasmanian Education Council’s report regarding the need for research relating to the effects of inappropriate behaviour on teachers and “developing alternatives for disruptive students” (February 22, 1995, p. 4).

On February 22, 1995 *The Mercury*’s editorial focused on the need for “all Tasmanians” to be concerned about inappropriate student behaviour and to “help find practical answers” to the problem (p. 19).

Two overarching themes emerged from these media reports: first, the Minister had achieved coverage of the KT(BM) Program initiative to address the issue of inappropriate student behaviour in schools; and second, there were limited resources available to address the complexity and broad social nature of the problem.

4-6 Interviews with policy actors about the policy process prior to the Minister’s announcement

Figure 4-6 Chronology of data gathering from the interviews



A senior officer of the Education Department

Questions 1 and 2 from the interview schedule for the senior officer related to the history of the policy (see Appendix B, Items B1 & B2 for the complete schedule). The full coded interview transcript is presented in Appendix J (see Item J1).

The senior officer emphasised her perception that the decision was driven by political necessity:

The Minister was coming under a certain amount of political pressure. Because there had been some instances [of reports] in the newspaper about violence in schools and...questions...asked in the House, I believe he asked the Tasmanian Education Council to look into the whole issue of violence in schools and students’ unacceptable behaviour. (SO, I, 1995, p. 1, 5-11)

Furthermore, the officer reported that after the TEC had published its final report the Minister for Education asked the Planning Branch of the Education Department to respond to the TEC’s recommendations. One of the Department’s proposals, in its response, was the KT(BM) Program. Another more costly proposal was the

establishment of learning centres: this proposal, however, in the officer's words "did not get up".

It transpired that it was cheaper to trial the KT(BM) Program in secondary schools (under \$90,000) compared to primary schools (\$250,000 for the same level of expenditure per school). The senior officer described effects on the available support per school of changes to the school levels targeted:

We did...a costing on all of the proposals. One of the...proposals...was just under \$250,000 and that didn't get up. So essentially...I would say the reason the KT(BM) Program was initiated was...it was political, and there were...options [for] both primary schools and secondary schools. Secondary schools were the area that there were most concerns about by teachers and it was much cheaper....Now the original costing was done...based on [a calculation for central funding required for] ten days professional development [for one teacher in each secondary school]. You add district high schools to that and it cuts it down even more so than the original proposal which was 10 days. It had to be drawn back to seven days and that's why we had to get a commitment from schools to undertake the other five days themselves. (SO, I, 1995, p. 2, 1-9; p. 3, 19-25)

The officer reported there had been some significant successes with the Key Teacher model in earlier programs. While there were some problems with this model—the officer's own view was that all staff needed to develop their behaviour management repertoires and that having one "expert" per school would encourage over-reliance by other staff—the officer described why a key teacher program was put to the Minister:

The reason why it was the Key Teacher [model]...some significant successes in that model....I believed that the notion...of having a teacher in [each] school who was deemed to have behaviour expertise...was going to mean that that person may well be seen as the expert...everyone in the school should be adept...with their strategies...[not] up to one person. (SO, I, 1995, p. 2, 14 – p. 3, 2)

Although the Key Teacher model may have made crucial contributions to previously successful programs, in the case of the policy that led to the announcement of the KT(BM) Program, deficiencies in funding and support impeded the model's potential. The senior officer spoke of attempts to influence both the identification of issues and the analysis of policy by the Tasmanian Education Council, and senior officers of the Education Department, particularly officers in its Planning Branch. The sway of no one

actor or group of actors other than the Minister, however, was sufficiently influential to overrule the combined power of political imperative and budget.

The officer's comments provided a description of the policy process at the time that information was being prepared for the Minister's approval. The crucial role of a process in which the budget allotment quite possibly was identified independently of the strategy it had to support was becoming apparent:

[When] the proposal was drawn up it had to be accepted by the Minister. It was a two-plank proposal...about what a key teacher was going to be and do...and what the professional development was going to be...none of that detail. Absolutely "bare bones" stuff. One page that more or less said that one teacher in every high school...will be trained to be a key teacher. (SO, I, 1995, p. 3, 9-19)

The senior officer's observations painted a picture of severe budget constraints, competing educational and political agendas; her observations indicated a political urgency that swamped the potential influence of other pressures. Her account provided insight into a process in which a Minister appeared to have approved a program about which he had little understanding. The fact that he most likely was provided with a bare outline of the strategy would most likely contribute significantly to subsequent implementation difficulties, particularly with regard to policy actors' perception of a political agenda. From the officer's comments emerged a question about the amount of information and detail that either a Minister should request, or that policy-makers or those who significantly influence policy making should provide. In summary, the themes that emerged from the officer's response to Questions 1 and 2 included first, the influence of political agenda, political pressure and political expediency, and second, the existence of two separate and disconnected processes to identify the budget and the strategy.

The Minister

Questions 1 and 2 from the interview schedule for the Minister related to the history of the policy (see Appendix C, Items C1 & C2 for the complete schedule). The Minister

reported that his awareness and concern developed as a result of his having concerns expressed by school community members and his own experiences of visiting schools:

Concerns [were being] expressed by several groups...secondary principals, Parents and Friends groups...my visits to some schools...a small percentage of students who were prone to disruptive behaviour [were] making it difficult for schools and teachers to carry out their educational role for the main body of students. (M, I, 1996)

As a result of his engagement with the topic the Minister reported having referred the matter to his advisory group, the Tasmanian Education Council (TEC). He asked the TEC to “look at the topic and provide advice” and then referred the Council’s final report to the Department for a response that “contained things already being done to address the topic and other things they could do” (M, I, 07/96). The Department’s response encompassed strategies already in place to address the issue and proposals for further action. The Minister described some detail of the KT(BM) Program:

The Department responded with the Key Teacher training program of 20 days...there was a shortage of staff to handle behaviour problems...to build up a pool of expertise to deal with a need the system needed to address. (M, I, 1996)

These comments by the Minister pointed to the idea of a significant problem that required prolonged action; the notion of “a pool of expertise” suggested a concerted effort might be expected to ensue.

The data derived from the interrogation of Questions 1 and 2 from the interviews with the Minister and the senior officer illustrated themes, both in common and in opposition. While there was agreement that the problem of student behaviour was comprehensive, the Minister and the senior officer reported different perspectives of the way in which the *issue had been identified*.

Additionally, from the Minister’s standpoint the *policy analysis* phase was one he had initiated in a proactive move to address the problem. Data gathered from other sources pointed to the influence of political pressure. The Minister’s involvement of the TEC involved a greater range of people than a referral directly to the Education Department.

Despite articulation about the complexity of the issue by the Minister, the senior officer, and the TEC, and the detailed report that provided substance to the TEC's perception of the problem's intricacy, it appeared that political and economic agendas had overpowered any educational or social agenda.

The *policy instrument*—the KT(BM) Program with its underpinning key teacher model—was also viewed differently by the Minister and the senior officer.

Consultation appeared not to have occurred in order to assess the strength of the *policy analysis* and the viability of the proposed strategy (Bridgman & Davis, 2000). Indeed the consultation that took place in this instance of policy occurred during the *policy analysis* phase. Once the response had been proposed there was, in effect, no opportunity for testing in any form prior to implementation. Similarly, it appeared that the process of *coordination* had been obviated by the budgetary decision being made prior to the timing of the *policy instruments* and *consultation* phases (in terms of the policy cycle work of Bridgman and Davis, 2000).

Summary: Research Question 1

The themes that emerged from the sources from which the data were gathered are presented in Figure 4-7 (p. 112, see also full-page figure in Appendix D, Item D3) in a coded form of a stylised cobweb. This *code-web* was generated in the researcher's pursuit of a diagrammatic representation of themes (see Appendix C, and also described in Section 3-9, p. 95).

One segment of Code-web 1 is labelled *data source*: six sources from which the data for analysis were gathered—print media, Tasmanian Education Council, Education Department, Hansard, the Minister, and senior officer—are listed. It is possible to select any one of the other five segments, for example, to the left of *data source* is the *agenda* segment. By reading from top to bottom of the *agenda* segment the reader is presented with a brief description of the essence of the agenda that emerged from data analysis of

data gathered from each of the six sources. These two segments are presented separately in Figure 4-8, p. 113.

Figure 4-7 Code-web 1: Interrogation of Research Question 1

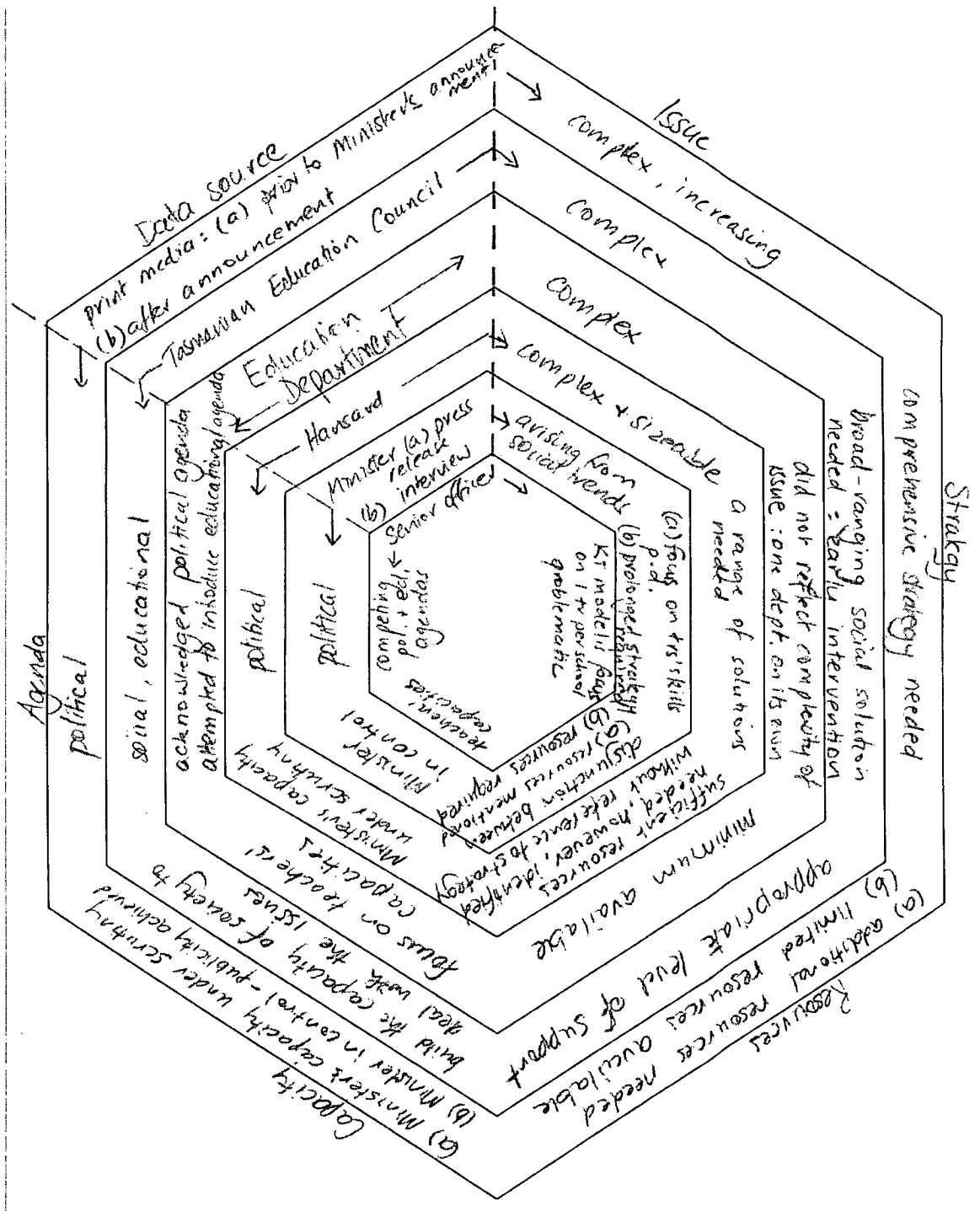
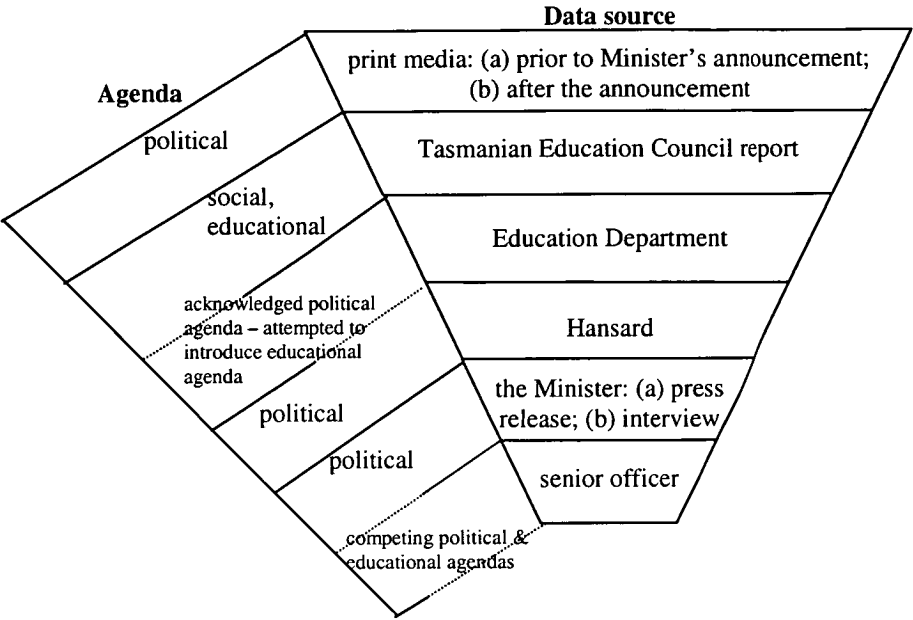


Figure 4-8 ‘Data source’ and ‘agenda’ segments of Code-web 1



Prior to the 1992 Tasmanian state election the Tasmanian Liberal Party, the political party in power at the time, had acknowledged the need for “adequate expert support” for teachers to deal with behaviour problems. There was, and still is, expression of mounting concerns about ‘challenging student behaviour’. An escalation in policy actors’ expressions of concern about inappropriate student behaviour in schools exerted influence on policy making that preceded the announcement of the professional development strategy that was intended to address this issue.

Specifically, the problem of inappropriate student behaviour gained currency in public arenas, as evidenced by data gathered from the print media and Hansard (on-line records commenced in 1992), during the few years prior to the policy’s announcement by the Minister. Publicly recorded comments made by a range of policy actors—members of the public, teachers, students, principals’ associations, individual parents, parents’ association, leaders of two non-government political parties, and a national House of Representatives inquiry into increasing violence in Australian schools—ensured that the issue persisted in the political landscape. It is probable that the evidence of political pressure, in the print media, and in Hansard, led the Minister for Education to seek advice on student behaviour from the Tasmanian Education Council (TEC).

The TEC, in its report to the Education Minister, was unequivocal in its position that the issue of inappropriate student behaviour in schools was a complex problem that required a comprehensive approach supported by sufficient resources. Indeed, this theme of a problem, a requirement for broad-ranging strategies and appropriate resources emerged from other sources—print media reports, response by the Education Department to the TEC's report—during the tracking of the policy in its initial stages. This shared and almost unanimous view, however, was substantially disregarded in formulation of the Tasmanian Government's response to the problem.

Moreover, the Department's response, while it sustained the theme of complexity relating to the problem, did not project this theme to its proposals for addressing the problem. There were aspects of this particular policy development process that appeared not to conform to the accepted bounds of the policy process: the budget had been identified ostensibly for an unknown strategy; alternatively this strategy had been identified prior to the report being provided by the Minister's advisory group. Nonetheless, in the period when the student behaviour was emerging as an issue in the public arena, the Minister for Education appeared to exist in a problematic position in which the lens that focused on him was tinted with shades of uncertainty in the judgment of other policy actors. Questions were being posed in Parliament and in the media about the Minister's awareness of and capacity to deal with the issue.

A shift of focus on capacity occurred, however, in the matter of whose competence was being questioned; eventually the Minister's announcement transferred the lens from himself to schools and teachers. *Whose capacity?* became the focus of the proposed implementation strategy. Subsequently, questions about whether political motives or educational motives underpinned the policy surfaced in the minds of policy actors. Code-web 1 (Figure 4-7, p. 112) provides illustrations of the ministerialisation of this policy process: specifically, the *strategy* (Figure 4-9, p. 115) and *capacity* (Figure 4-10, p. 115) segments.

Figure 4-9 ‘Strategy’ and ‘data source’ segments of Code-web 1

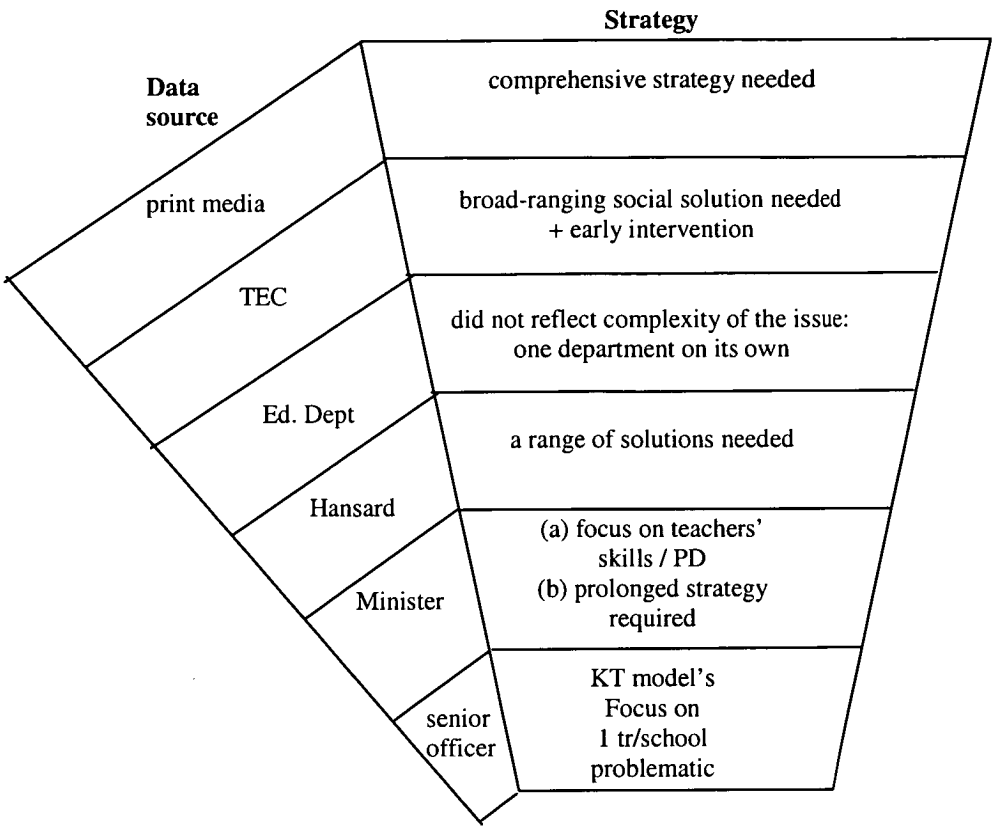
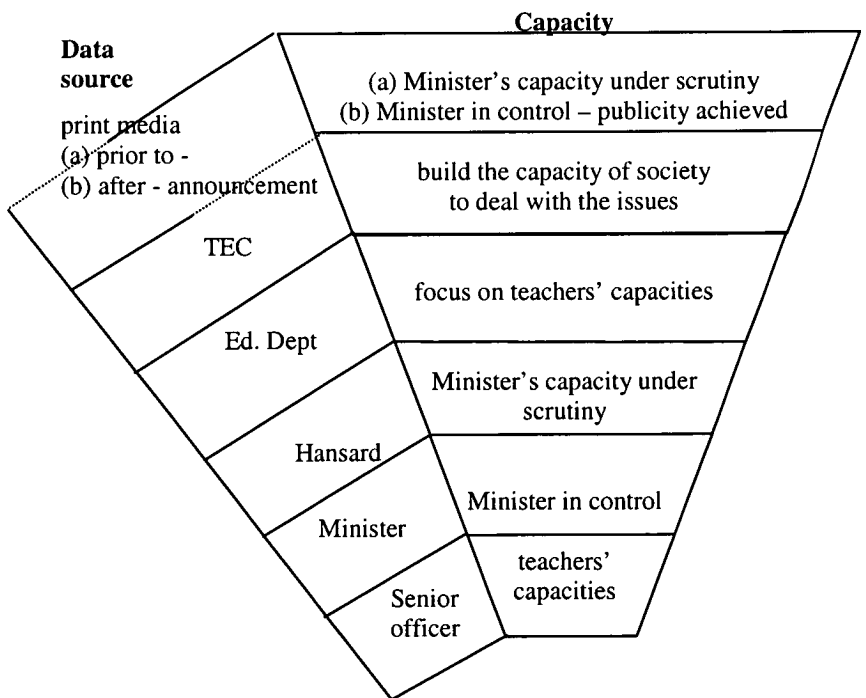


Figure 4-10 ‘Capacity’ and ‘data source’ segments of Code-web 1



A range of policy actors exerted both direct and indirect influence on the policy making process, and gaps began to emerge between the identified problem and planned strategy. Circumstances had set in motion a Ministerial announcement that was about to move into territory in which the Tasmanian Education Department would have to take responsibility for the implementation of what already promised to be a problematic policy. The next phase of its trajectory—from Ministerial announcement to completion of system-level implementation prior to school-level implementation—is addressed in Chapter 5.

Chapter 5 Results – Research Question 2

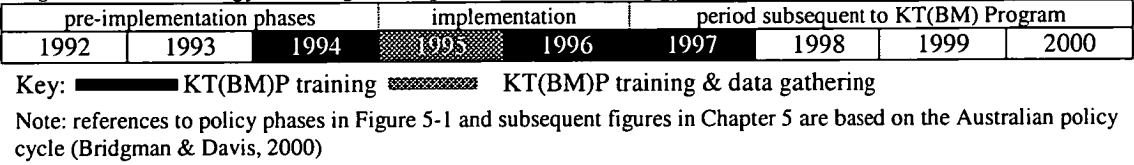
Introduction

The results of the study that relate to the second of the study's research questions—*Describe the development of the Key Teacher (Behaviour Management) Program professional development sessions prior to the Program's transference to schools*—are presented in Chapter 5 grouped according to data source. The results are presented in order to plot the initial trajectory of the policy from the point at which the Ministerial announcement occurred to the point at which transference to schools was commenced by the Key Teachers (BM). To conclude Chapter 5, emerging themes that traversed the range of data sources are listed and presented in Code-web 2. Data sources whose analysed contributed to the interrogation of Research Question 2 are listed below:

- 5-1 Education Department Documents –
 - Strategic Plan
 - Memorandum to superintendents and principals (see, e.g., Appendix I, Item I1)
- 5-2 Key Teacher (Behaviour Management) Reference Committee: unofficial notes of one meeting (see, e.g., Appendix I, Item I3)
- 5-3 Hansard: House of Assembly – Parliament of Tasmania (see, e.g., Appendix F)
- 5-4 Articles published in the print media at the time of the Tasmanian Government press release (the Ministerial announcement) – (see, e.g., Appendix H)
- 5-5 Interviews with policy actors about the policy process subsequent to the Minister's announcement
 - The Minister for Education (Items 3, 4 and 5, see Appendix C2)
 - A senior officer of the Education Department (Items 3, 4, 5 and 6, see Appendix C2, & transcript, see Appendix J)
 - An informal conversation with a senior staff member of one district's Support Services

5-1 Education Department documents

Figure 5-1 Chronology of data gathering from Education Department’s documents



Strategic Plan for 1995

The Education Department’s *Strategic Plan* for 1995-1996 (DEA, n.d.) reflected a priority on behaviour management through its articulation of the provision in all schools of a range of strategies for creating a supportive environment for teaching and learning in classrooms where there were students “whose behaviour is of concern” (p. 21). The Strategic Plan listed two items: first, “implement a key teacher program in which one teacher in every secondary school will be trained as a school resource person in behaviour management”; and second, proposed for 1996-1997, “subject to budget provision, implement a key teacher program in which one teacher in every primary school will be trained as a school resource person in behaviour management” (p. 21).

Initially there had been an indication that the Program would run in two year cycles and that there would be at least two more training programs, first, for secondary college teachers, as evidenced in the *Minister’s Press Release*; and second, for primary school teachers, as evidenced in the *Strategic Plan*. It became apparent, however, before mid-1995 that there was no recurrent funding and that the 1995-1996 training would be the first, and last, training offered.

Memorandum to Principals and District Superintendents

One month after the Minister’s announcement, a memorandum from the Senior Superintendent (Equity) to all principals and district superintendents outlined the background, Program overview, Program objectives, Program outline and the current situation at the time related to KT(BM) Program (DoE, personal communication, March 23, 1995). The full text is presented in Appendix I (Item 1a). The memorandum

articulated first, the intention to deliver the program across all sectors of schooling (future training for both secondary college teachers and primary school teachers was mentioned); second, the numbers of days proposed; third, acknowledgement of the work already undertaken by schools and districts; and finally, the role of the intended subsequent networking that preferably would occur across schools and support services.

The Program's objective was expressed as providing "intensive training" (p. 1) to one Key Teacher in every high school and district high school in the state. The researcher ascertained through informal discussion that the Education Department expected schools would select their Key Teachers carefully with middle management involvement in the decision making process. Those schools that wished to send more than one teacher were advised that while this was an option, individual schools would have to make provision for the cost of relief for that teacher; the Department would fund only one teacher per school only in terms of replacement costs for training days.

The memorandum acknowledged the need for the Program to be coordinated with already established practices in behaviour management in each of the education districts. It stated that the training was anticipated to provide Key Teachers with strategies related to: behaviour management theory and practice; construction of gender; fostering a supportive school environment; and, support for whole school planning in behaviour management. The Program would focus on contextual issues affecting inappropriate behaviour, an examination of strategies employed by schools, the needs of participants in relation to their skill levels, and "a range" (p. 2) of alternative behaviour management programs.

The possibility of a range of responsibilities for the Key Teachers was explicit in the letter to schools, for instance "a professional development focus" (p. 2) or "assisting in whole school planning for behaviour management" (p. 2) were mentioned as options, rather than requirements, in the memorandum. The "referral point" function, cited in the Minister's statement, was qualified in the memorandum with the proviso of "unless...this was already part of the role of the teacher" (p. 2).

The Program outlined in the memorandum described three “stages”: first, “an initial two day...program [with] the emphasis...on experiential learning ...to examine values and assumptions...identify required skills, review strategies that are successful, [and] examine whole school approaches” (p. 2). The second stage was “designed to develop participants’ understanding of current theory and practice of behaviour management and to present a range of strategies....There will be an emphasis on skill development” (p. 3). The potential for the KT(BM) roles to be ongoing and assisted through a support network, comprising support staff and teachers, at district level was explicit in the memorandum: “the intention is to form a network of expertise in behaviour management in all districts” (p. 3). Seven days of professional development sessions in 1995 were to be followed by five days of sessions in 1996. The total of teacher replacement costs for the professional development sessions was to be funded by the Education Department in the first year and by the schools that participated in the Program in the second year.

A recurrent model of training was indicated; the program would be expanded to include primary schools subject to a positive evaluation of the first execution. In addition, secondary college teachers were to be considered in separate professional development sessions because of the needs that arose from teaching students enrolled in non-compulsory schooling. Indeed, the matter of evaluation drew conflicting data from Department sources. The researcher’s enquiry to the Department regarding evaluation arrangements revealed that no evaluation was being conducted. The Department’s strategic plan, however, mentioned that subject to a positive evaluation the Program would be conducted, first, for teachers in other school sectors; and second, to develop a pool of teachers. Moreover, the Minister’s response to one of the interview questions, “I imagine it would be too soon for an evaluation to have occurred...[perhaps] the Department is relying on you to provide that”, indicated an absence of an evaluation phase other than a summative phase which the Department had already indicated would not take place.

The memorandum requested “interested schools” (p. 3) to nominate their Key Teachers by April 14, 1995. Therefore, schools had only three weeks to reach their decision about

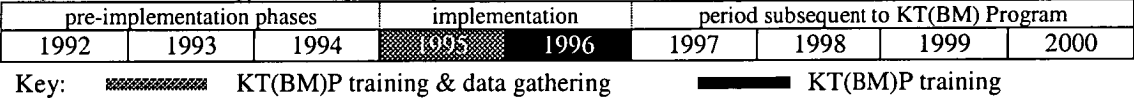
participation in the Program and to nominate their Key Teachers. Accordingly, schools had less than four weeks to complete any preparation for their participation in the Program in collaboration with their school communities, for example, to inform community members, establish procedures, and set up accountability processes.

Analysis of the memorandum to schools yielded some crucial themes. The educational agenda apparent in the text seemed to have been overshadowed by the pre-existing political agenda. Evidence of the educational agenda comprised, for example, an invitation to schools to participate, recognition by the Department of schools’ decision making processes in the selection of their Key Teachers (BM), articulation of more potential KT(BM) roles, and acknowledgement that schools and teachers would have individual needs and priorities.

Both of the Education Department documents contained substantiation of the rapid diminution of resources and of potential for implementation. They contained evidence of an uneasy confluence of political, economical and educational agendas that also emerged from the data gathered during the interview with the senior officer.

5-2 Key Teacher (Behaviour Management) Reference Committee: unofficial notes of one meeting

Figure 5-2 Chronology of data gathering from documentation of one meeting of the Reference Committee



The Education Department established what it termed a “representative” (see Appendix I, Item 3, p.4) reference committee to manage the KT(BM) Program through its State Support Service. The group was to consist of representatives from the Tasmanian Secondary Principals Association, the Australian Education Union (AEU, the education union), the Education Department’s Educational Programs Branch, the Department’s State Support Services, District Superintendents, Senior Guidance Officers, and Equity Branch. Members of the Committee were from the southern area of the state; not one

was a teacher. Some concern was expressed by teachers about the committee's membership.

Within two weeks of the Ministerial announcement the AEU's dissatisfaction with the emphasis by the Minister and the Department on a professional development strategy became evident at one of the group's meetings. At the March 8, 1995 meeting the union's representative expressed two areas of concern about the KT(BM) Program: first, its apparent failure to address "the real needs" and second, the lack of time provision for Key Teachers to perform their proposed role:

It fails to address the real needs. In effect the [Department and] Minister are questioning the adequacy of employees' skills rather than the adequacy, or inadequacy, of resources...window dressing rather than a serious attempt to come to grips with the problems. (AEU, personal communication, March 14, 1995)

The account of the meeting indicated that other Reference Committee members shared the union representative's concerns.



The Committee decided to remove Senior Secondary Colleges from the training offered in 1995-1996 and to add District High Schools, because of the non-compulsory and compulsory nature of education provisions respectively at these two levels of schooling. The resultant number of potential participants meant that the relief (replacement teacher) budget available to the Program would fund only seven days of teacher release time rather than the previously stated ten days. During this early stage of KT(BM) Program development, a decision to build on what teachers already knew and narrowing the focus on behaviour issues to "the extreme forms of inappropriate behaviour" was reached on the basis that this approach was realistic given the constraints of budget and time.

Varying perspectives of both the problem and of the inadequacies of resources, in particular whether shortfalls were in the arena of teachers' expertise at the time, or in resource provision, characterised aspects of implementation during KT(BM) Program planning.

5-3 Hansard: House of Assembly – Parliament of Tasmania

Figure 5-3 Chronology of data gathering from Hansard

pre-implementation phases			implementation		period subsequent to KT(BM) Program			
1992	1993	1994	1995	1996	1997	1998	1999	2000

Key:  KT(BM)P training & data gathering  KT(BM)P training

In 1995, three months after the commencement of the professional development sessions, the Minister stated in Parliament:


The Tasmanian Education Council prepared a report for the Government which I asked them to do on what is ... a very complex issue.... The Government has initiated an intensive professional development program to train one teacher in every secondary school to handle students with behaviour problems. This program has been well received by staff who have participated in it. (Hansard, August 28, 1995)

The Hansard recorded the Minister’s view, expressed in extremely favourable terms, about his leadership in implementing a process that had identified a strategy, popular with participants and ostensibly successful, to address a multifaceted problem. The Minister’s statement is presented, in full, in Appendix H.

5-4 Interviews with policy actors about the policy process subsequent to the Minister’s announcement

Figure 5-4 Chronology of data gathering from the interviews

pre-implementation phases			implementation		period subsequent to KT(BM) Program			
1992	1993	1994	1995	1996	1997	1998	1999	2000

Key:  KT(BM)P training & data gathering

Senior officer – questions from the interview schedule

Questions 3 to 6 from the interview schedule with the senior officer sought information about first, the decision to implement the Program; second, specific details about targeted schools, participant numbers, Program details, and Program purposes; and third, expected roles and tasks of Key Teachers in their schools.

The senior officer reported that the overarching responsibility for implementation was assigned to her as the officer who had state-wide responsibility for related programs. An implementation priority, according to the officer, was keeping the KT(BM) Program school-based and therefore having representatives of school personnel on the reference committee:

I wanted it to be very school based because...some concerns about the way it was going to operate....we [had] an organising committee made up of school personnel and district support people...who have had responsibility for drawing up the implementation plan for the KT(BM) Program and I managed to get a senior State Service staff member...to do some of the extra work with me. (SO, I, 1995, p. 4, 15-24)

The idea of requiring school participation was not considered to be an option; interested schools would be *invited* to take part:

We talked about making it compulsory and we decided that clearly we couldn't do that. So we had to advertise to all schools that they had the capability to do it. (SO, I, 1995, p. 5, 6-8)

Scepticism about what many Department policy actors labelled a “political exercise” were soon evident. A range of concerns, based on either the number of other programs being conducted at the time, or people's beliefs about the intrusion of a new program on established territories, emerged soon after the Minister's announcement:

It was a political decision [and] there was a lot of cynicism around about it. Many people had the same initial response...that it was a cynical political exercise...one district did not want to be involved because they had done a lot of stuff in behaviour management already and they just felt this would be an overload. There was also criticism from district support services because they believed they had responsibility for behaviour management and...were running programs. (SO, I, 1995, p. 5, 9-17)

The available budget dictated: the model of one Key Teacher per school; the number of days for which relief was funded; and, the fact that the facilitators had to be Tasmanian-based. Specific comments made by the officer described the significant influence of insufficient budget on what could be achieved:

Money!....Clearly we had “this much”. We divided it up....Because it was done on a really strict budget we didn’t have much for guest speakers. We didn’t have the money...therefore we had to use our own personnel....Once again it was running on a budget...a pretty strong theme....We had no money and we had no time because we were doing it over and above [our normal work] so we did it on the smell of an oily rag really. (SO, I, 1995, p. 6, 10-19; p. 13, 8-10)

The officer described funding hurdles faced by professional development planners and senior facilitators; while resources were provided for releasing teachers to participate in the professional development sessions, all other contributions to the sessions had to be over and above people’s regular workloads:

It has been an extremely difficult area to organise because we were given no resources to do it. I mean we were given the resources to get the teachers out [of their schools] but we had to do it over and above our own current positions and it meant we had to ask people to give up their time, such as the principals and support service people who planned and helped in the professional development. Coordination of that sort of thing is a big task. (SO, I, 1995, p. 12, 10-17)

The officer identified both explicit and implicit purposes of the KT(BM) Program. First, the implicit purpose was political, specifically to be seen to be taking action to address a problem that had gained prominence in the public eye:

The covert purposes were to respond politically to a situation that was putting the minister under some pressure. It was something he was able to quote in the House as it was proactive and he did so on a number of occasions. (SO, I, 1995, p. 8, 24-27)

Second, the explicit purpose was the provision of professional development for the Key Teachers:

The overt purpose was to provide one teacher in every high school and district high school with extra expertise in the hope they would be able to share with other people in the school, but what we found was that we had people who came from various areas of positional power. (SO, I, 1995, p. 9, 2-6)

The senior officer’s response apportioned prominence to the fact that Key Teachers who had, in fact, been identified by their schools ranged from principals or assistant principals to temporary teachers with two years teaching experience who were experiencing difficulties in their own classrooms. The varying levels of, first, confidence

such a range of people might have exhibited, and second, the credibility they might have with their colleagues added to the range of purposes for individuals' participation, and the challenges of designing effective professional development. The professional development session planners, in particular the school-based personnel, reportedly demonstrated their awareness of the importance of contextual factors in the teachers' application of their learning. The professional development session planners faced a dilemma comprising, first, teachers' needs to access new ideas, programs and strategies; and second, the challenge of identifying suitable and common content for a range of participants who would have to apply their learning in a variety of individual contexts:

The committee [Reference Committee] made all of these decisions [related to content for the workshop days].... a school-based thing...the first two days...we were really looking to hear what people wanted, [one principal named] was very concerned that behaviour management is very context-based and there's no good giving any formulas because they never work and therefore what he wanted to do was lay a ground for people to be able to "play" in the areas that they wanted to work in. Now that's both a strength and a weakness because people want you to tell them how to do it and when you don't deliver them a whole bunch of "bright lights and whizz-bangery"...they say "I've heard it all before, I've got nothing new"....it was very participant-based and very difficult to establish the content. Everyone is in different spots. (SO, I, 1995, p. 7, 9 – p. 8, 3)

The senior officer reported that recognition of the skills and expertise of the Key Teachers and opportunities for the teachers to share and learn from each other were crucial to the success of the Program. The officer referred to the difficulty of tailoring a course to participants from a range of school contexts and who brought an extensive range of skills and experiences to the group. Establishing a core of content of equal importance to all participants was very difficult. The officer reported the importance of recognising the Key Teachers' preferences to have time for first, thinking related to their classrooms; second, making presentations to colleagues in their schools; and finally, for inter-school visits.

The officer described examples of the school positions from which the Key Teachers came, ranging from principals who had the capacity to determine a school's priorities and to acknowledge the need for "revisiting" the school's Supportive School Environment policies and practices, to temporary teachers with few years' experience

and who were “having troubles in their own classroom”. In the words of the officer, defining the purposes of the Program was similar to answering the question, “how long is a piece of string?”

In responding to the interview item about practices that might be developed and implemented, the senior officer’s interview transcript for that item revealed 27 lines of comments about implementation—primarily the importance of both a whole school approach and of the individual school context— and 32 lines of transcript of comments about the difficulties of implementing the Program—underpinned both by insufficient resources and by the subsequent requirement that coordination be performed as additional work to policy actors’ regular duties. Moreover, the senior officer attributed the fact that there was no evaluation of the Program because there were insufficient resources of money and time. The officer reported that the Minister had come under pressure from primary school principals who had been “left out” of the Program. Prior to a new state election the Minister reportedly asked the Department for a costing for a second course of sessions. The idea did not progress after the Minister was advised that a budget of around \$250,000 would be required for a primary school KT(BM) Program.

Themes that emerged from the senior officer’s observations included first, tensions between political imperative and educational needs expressed in the priorities of teachers and schools; second, reported frustrations of constraints imposed by an insufficient budget during implementation and that prevented evaluation; third, the problems brought about by schools’ choices of Key Teachers—varying from highly effective to entirely unsuitable—given the expectation that they would be involved in their schools and with their colleagues in influential ways, for example, professional development leader, resource person, and model of positive strategies; and finally, the tensions between teachers’ needs for short-term and long-term strategies. The strong influences of economical and political agendas pervaded the officer’s account of both what could occur and what actually occurred.

The Minister

Questions 3, 4 and 5 to the Minister sought information about aspects of the Program's implementation with which the Minister was concerned, his views of the Key Teacher role, and expectations he had for the KT(BM) Program (see Appendix C, Item B2).

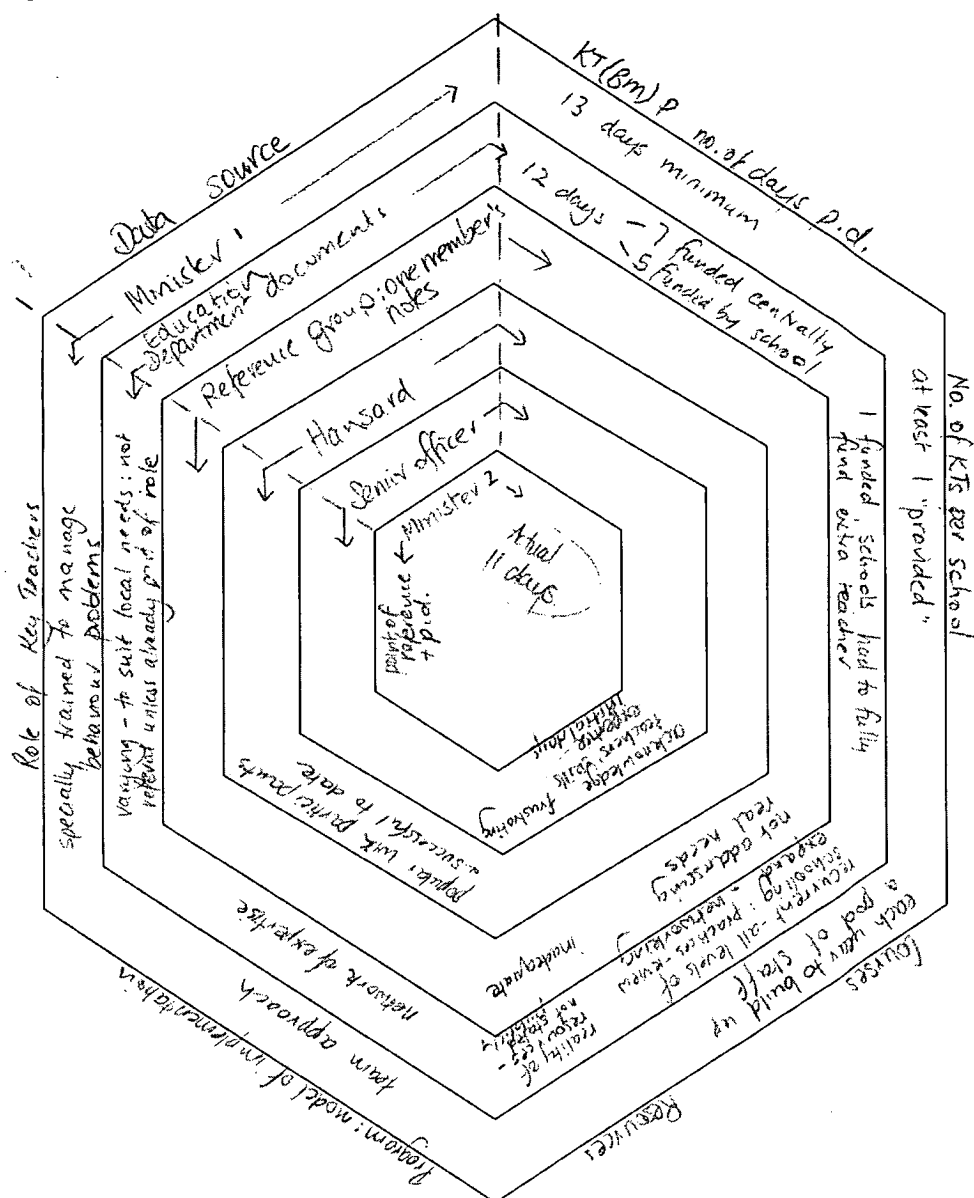
The Minister offered no detail of how the program would be implemented other than his reference to "professional development". He referred to the Department's Response (DEA, n.d.) when he stated, "it would be a program to provide teachers with professional development they could conduct in their schools and to be a point of reference...an immediate source of assistance [in their schools]". The Minister reported no other expectations. His responses to questions about the Program's implementation were briefer than his responses to questions related to the earlier policy process.

Summary: Research Question 2

Themes that emerged from the sources from which the data were gathered are presented in Figure 5-5 (p. 129, see also full-page figure in Appendix D, Item D4) in the second code-web. One segment of Code-web 2, for Research Question 2, is headed *data source*, similarly to Code-web 1: five sources—the Minister, Education Department documents, Reference Committee notes made by one member, Hansard, senior officer—are listed. Other segments represent data analysis grouped according to five aspects of implementation by the Education Department.

It is possible to select any one of the other segments, for example, opposite the *data source* segment is the *courses-resources* segment, i.e., relating to the professional development sessions or course/s, proposed and actual, and including the provision of resources for the Key Teacher training. In Figure 5-6 (p. 130) the *courses-resources* segment is placed adjacent to the *data source* segment to enable the reader to obtain a brief description of the essence of the data analysis, e.g., frequency, levels of schools to be included, purpose, basis, and the funding for the courses; based on the data gathering from, in this example, four of the five data sources.

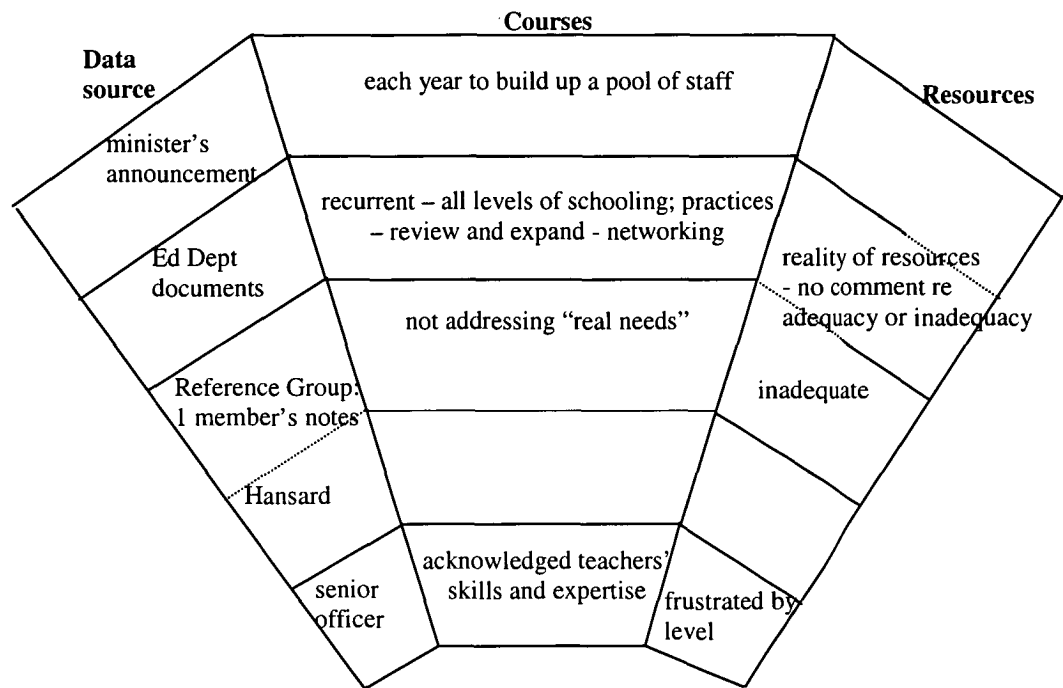
Figure 5-5 Code-web 2: Interrogation of Research Question 2



The effects of tensions, particularly between attempts to set in train an educational agenda that yielded to the prevailing political agenda, continued to emerge from the data analysis for Research Question 2. Specifically, in this study, these tensions became evident in the divergence amongst policy actors' perceptions of first, the identified problem and appropriateness of the strategy to address the problem; second, the length of the period identified for implementation with teachers (the professional development sessions); third, level of resource provision for implementation; and finally, the role of

Key Teacher. It is probable that the differences of opinion that became evident were based, in part, on variance in policy actors’ perceptions of whose capacity required development in order to best achieve their respective policy goals.

Figure 5-6 ‘Courses & resources’ and ‘data sources’ segments of Code-web 2



More detail of the provision for the Key Teacher positions, the number of days for the professional development, the levels of schools to which the Program was to be offered, the number of course to be offered, the level of schooling to be involved (e.g., secondary, primary), the proposed professional development session leaders and networking are aspects of the Program that were compared in Table 5-1 (p. 131). This table presents a more detailed comparison of data from four sources—the Education Department and the Minister—(1) the Education Department prior to implementation in schools, (2) the Minister at the time of his announcement in February 1995, and (3) the Department at the time it commenced implementation in schools. Additionally, a fourth column, sourced from the TEC’s Report (1994b), while obviously not making reference to the specific issues in the “issue” column, is relevant to consideration of the data.

Table 5-1 Comparison of data from four sources—vis-à-vis Education Department implementation

Aspects of implementation	Initial Department proposals (DEA, n.d.)	Ministerial announcement (Govt. of Tas 1995)	Education Department implementation (Appendix I, Item I1-1)	Tasmanian Education Council Report (TEC, 1994b)
Key Teacher strategy	provision of a trained staff member	provision of at least one key teacher	offer of partial funding for training one key teacher	<p>“many schools have strategies that work, or could work if resources permitted” (p. 4)</p> <p>“a common complaint was that the [Department] promotes and establishes worthwhile approaches ... but fails to ensure their continuity (p. 10)</p> <p>“there needs to be recognition that social solutions are necessary and that these will require reallocation of social resources, not further imposition on school budgets” (p. 21)</p> <p>Supportive School Environment (or equivalent) networks need to be developed within districts (p. 21)</p>
PD no. of days	a minimum of 20 days professional development - 10 days in vacation time & 10 days in term time...“it is emphasised that where such a program has been offered in other states it is usually for a period of between one term and a full year” (p. 5)	a minimum of 13 days training	11 days professional development in school time with 8 days of replacement teacher costs provided by the Department	
PD courses /schooling levels	PD and separate courses needed for primary and secondary schools and senior secondary colleges	courses to be offered to secondary schools and senior secondary colleges	course offered to schools with secondary enrolments, 1 teacher per school funded to attend	
PD courses - frequency	ideally the course to be offered annually on a rotational basis amongst sectors	a course to be offered each year	one course offered	
PD courses facilitators	PD sessions to be led by district, state and “the possible use of” interstate personnel		PD sessions led by district, state & one interstate, and nationally funded, presenter	
Networking	“the course should be ideally offered every year to build up a pool of staff” (p. 5)	“it is expected that a pool of specially trained staff can be built up...there will be a team of at least three people...” (p. 1)	“intention is to form a network of expertise...in all districts” (p. 2) “1996...an important stage...opportunity to re-establish the network of support...consolidate skills” (p. 3)	

This comparison highlights the contrast between specific statements and the overall sense of the TEC’s report, and the other three sourced from the Minister’s statement and the Education Department documents. For this reason there is a break in the table between the third and fourth columns. While the TEC’s report highlighted the importance of sufficient resources for current strategies, the need for commitment to

continuity, the need to source budget from outside of schools' current budgets, and networking, the rhetoric and the implementation of the KT(BM) Program were characterised by ever-diminishing resources. Even in the case of networking, while the rhetoric was consistent, the opportunities for implementation would become another casualty of insufficient resources. Indeed, networking would emerge as one of the themes identifiable in the results in Research Question 3 (Chapter 7).

Differences in perceptions of the Key Teacher role began to become apparent and would continue to appear in the analysis performed for Research Question 3. Additionally, related to proposed strategy and level of resources, the rhetoric in the Education Department's strategy plan for 1995-1996 specified the Program that would be the first of two in order to enable implementation in both secondary and primary school levels. The Education Department memorandum to schools also reflected a recurrent model of program training; indeed the memorandum expanded the model to a third stage of training for the post-compulsory education level. During 1995, however, it would become apparent that there was to be only one program for Key Teachers in secondary schools. Limited resources resulted in a pronounced and abrupt contraction of the Program compared with what was announced to schools. These developments are illustrated in Figure 5-6 (p. 130).

Little time had been provided for consultation beyond that which the TEC undertook relative to the periods allocated to other phases of the policy process. Even the TEC's report, however, appeared substantially disregarded. It appeared that the divergence in policy actors' agendas, in particular the dominant influence of the Minister's agenda, did not allow for other than predominantly symbolic consultation. A likely explanation for this set of events is that the Minister whose capacity was referred to in Code-web 1 (Figure 4-7, p. 112) was attempting to portray his actions in a way that implied his control of the situation by taking action that would address it as revealed in Hansard records during 1995. The need for him to be seen to take control was revealed in perceptions evident in other sources of data, for example, accounts from the print media,

informal observations of conversations during the KT(BM) Program involving a range of participants, and the interview with the senior officer.

In this instance of policy, the senior officer's account of policy trajectory concurred with the idea that there was developing variance between political and educational agendas. Indeed the officer described first, covert (political) purposes and second, overt (educational) purposes of the Program. While some of the Program's execution reflected an educational spirit, for example, the emphasis on recognition of teachers' skills and expertise and the importance of schools' alignment of the Program with their previously existing priorities, it was becoming evident that none of the educational intent was sufficiently powerful to override the political agenda. The conflict between educational and political agendas meant that policy implementers—at system level and school level—would be encumbered with an insufficiently resourced program that could not live up to the potential created in the public domain.

Attempts by Education Department personnel—central office staff and senior school personnel who were members of the Reference Committee—to underpin policy implementation with an education agenda appeared hampered by the economic agenda—the inadequate resources—which in turn appeared to be underlined by the political agenda. Juggling tensions at Department level was illustrated in the notes made by one member of the Committee which pointed to shared concerns expressed by members of the Reference Committee—central office staff and senior school personnel—about the implication that employees' skills were deficient and consequently that a superficial strategy rather than a consequential one was being implemented as a result of insufficient resources.

Analysis of the available documents did not reveal reasons for the mismatch between acknowledged complexity of the problem and strategies provided with sufficient detail for implementation. Interviews with policy actors, however, offered some illumination of the pressures that emerged and permeated subsequent policy enactment. For example, reference by the senior officer to a “political exercise” was indicative of tension between

political and educational agendas. Additionally, data analysis of documents undertaken during the interrogation of Research Question 3 would add weight to the evidence that supports advancement of policy as a political exercise.

The dangers inherent in a problematic policy were beginning to be realised in the tensions that emerged during early implementation. The trajectory of the policy as it moved into the professional development arena and the multiple trajectories into schools (which Chapter 7 will confirm were functioning in an already overloaded policy context) are addressed in Chapter 6.

Chapter 6 Results – Research Question 3

Introduction

The results of the study that relate to the third of the study's research questions—*How was the transference of the Key Teacher (Behaviour Management) Program to schools mediated by: the policy process; the broad context of the Education Department; and the particular schools to which it was transferred?*—are presented in Chapter 6 grouped according to data source. The results are presented in order to plot the trajectories of the policy from the points at which the Key Teachers (BM) commenced transferring their learning from the Program's professional development sessions into their professional practice and their school contexts. The Key Teachers' participation in the KT(BM) Program coincided with the first two years of potential transference to school contexts. Data sources derived from both the KT(BM) Program and the school contexts, therefore, are examined in Research Question 3. Content analyses of the relevant documents, interviews and surveys were conducted by using a coding procedure (adapted from Burns, 1994; Miles & Huberman, 1994) in order to identify the dominant emerging themes.

In one school, the consistency of participants' reports of the policy's trajectory provided a positive set of perceptions: these accounts are related as one slice of data to demonstrate how this school may have successfully woven facets of implementation together in one context by drawing on its internal strengths and structures. To conclude Chapter 6 emerging themes that traverse the range of data sources are listed and presented in Code-web 3.

Data sources whose analysis contributed to the interrogation of Research Question 3 are listed:

- 6-1 Documents published during the Key Teacher (Behaviour Management) Program professional development sessions
- 6-2 Documented intervention by the Australian Education Union (AEU) Tasmanian Branch (see Appendix M)
- 6-3 Interviews with and questionnaires completed by school-based policy actors
- 6-4 Articles published in the print media at the time of the Minister’s announcement (Appendix E)
- 6-5 Two individual interviews and an informal conversation
 - The Minister for Education (Items 3, 4 and 5)
 - A senior officer of the Education Department (Items 3, 4, 5 and 6) - (Appendix J)
 - An informal conversation with a senior staff member of one district’s Support Services

6-1 Documents published during the Key Teacher (Behaviour Management) Program professional development sessions

Figure 6-1 Chronology of data gathering from documents published during the KT(BM) Program professional development sessions

pre-implementation phases			implementation		period subsequent to KT(BM) Program			
1992	1993	1994	1995	1996	1997	1998	1999	2000

Key: KT(BM)P training & data gathering

Note: references to policy phases in Figure 6-1 and subsequent figures in Chapter 6 are based on the Australian policy cycle (Bridgman & Davis, 2000)

Documents utilised during the professional development sessions

The documents in which preparation for the sessions was recorded revealed two major foci of the professional development: first, on the expertise and knowledge of the participants as demonstrated by the allocation of time for teachers to share with each other; and second, on presentation to the Key Teachers of material written by theorists and practitioners. The initial two days during the first year of the professional development sessions included time for the participants to become acquainted with each other, to identify their individual goals and needs and their schools’ goals related to the

KT(BM) Program, and to share individual and school behaviour management strategies. An overview of the sessions is provided in Appendix K.

In summary, the KT(BM) Program comprised 11 days of professional development: six days in 1995, followed by five days in 1996. The first year's training was offered in three two-day blocks: one two-day block was offered in each of May, July and August of 1995. The second year's training comprised one two-day block in May and three single days during July and August of 1996. The second year's sessions commenced nine months after the completion of the first year's sessions.

To conclude the first two days of the professional development sessions the Key Teachers used a brainstorming session to ensure that a list of concerns and priorities was recorded and copied for all Program participants. In addition, they were resolute that the Education Department convey to the Minister that the Program must be, first, fully funded, so schools did not have to fund any of the cost of relief; and second, that it should be recurrent, "to demonstrate his [the Minister's] genuine commitment to the importance of and the value of this Program and of the Tasmanian Council of Education report" (KT[BM]Program, personal communication, 1995). The record of the Key Teachers' brainstorming attested to the teachers' request that the Minister for Education be asked to "respond to the recommendations made by the Key Teachers" and that he "ensure that the Key Teacher Behaviour Management Program is given every opportunity to succeed on its own merits and is fully evaluated".

The Key Teachers' view was that the KT(BM) Program could not depend on only one teacher per school. They expressed the view that the inadequacy of this model was intensified by the Tasmanian teacher transfer policy as a result of which teachers' appointments at their current schools underwent regular review with a view to transferring teachers every three to five years, and in which promotion typically entailed moving to a new school. Indeed, one of the participants in this study was lost to the Program, at the end of the first year of the professional development sessions because, in order to gain permanent employment with the Department, he had to move from his

school and the district to an appointment at another school that was not participating in the KT(BM) Program.

A number of participants, facilitators and coordinators expressed awareness of, and concerns with, the political origins of the Program. The Key Teachers expressed disquiet with the concept of Key Teacher (Behaviour Management), specifically the nature of their role and what it was envisaged to achieve. For example, the Minister's description of the Key Teachers as "specially trained to handle students with behaviour problems" concerned the teachers. They responded to the Minister's reference by working together to brainstorm their views of realistic roles to undertake in their schools. The teachers decided that they should share the results of their brainstorming with their schools on their return from the initial two-day session and requested the Program coordinators to share the same information with the Department. They decided that was a way in which they could be proactive in defining the roles they would perform in their schools. Furthermore, they wished to emphasise the need for them to be able to work collaboratively with other staff in their schools, rather than as the sole staff member who should deal with inappropriate student behaviour.

The written record of the brainstorming circulated to the Key Teachers is provided in Appendix L. Themes that arose included their perceived priorities for: communication between policy actors; staff from Head Office to spend time in schools; preparation for establishing a network of participants; problems inherent in a key teacher model, for example, probable loss by some schools of their Key Teachers through promotion or transfer; identification of an inventory of essential personal and interpersonal skills as perceived by participants; input related to current theory and practice; strategies for working with a range of colleagues, students and parents; and, input related to a range of specified programs and services. Furthermore, Key Teachers flagged the following issues: time; the number of and coherence of the Department's priorities at the time; a longer-term need for ongoing training for teachers and student teachers; the impact of the Tasmanian Education Department teacher transfer policy on the KT(BM) role; training for teachers of other schooling levels, for example, primary schools; the need to

develop criteria to be met for certification of Behaviour Management courses and the KT(BM) Program; the need to include behaviour management elements in teacher appraisal systems and teacher education courses; and, the need to evaluate the KT(BM) Program.

Record of a Key Teacher (Behaviour Management) Reference Committee meeting

During the process of planning for the professional development sessions, a KT(BM) Reference Committee member who represented the teachers' union expressed concerns at one meeting on March 8, 1995, about several issues that had emerged during the policy process in this instance. These issues included: insufficient resources; the Program's narrow focus; the implication that teachers' skills, rather than insufficient resources, were in question; and, the resultant disparity that had emerged in the policy process, i.e., between identified strategies and the acknowledged problem (see Appendix I, Item I3) for the record of the meeting reported to the AEU (AEU, personal communication, 1995).

6-2 Documented intervention by the Australian Education Union (AEU) Tasmanian Branch

The AEU Tasmanian Branch Council passed a motion placing a moratorium on the KT(BM) positions a few days prior to the commencement of the professional development sessions in 1995. The Branch Executive issued a workplace circular advising that "until further notice, members are instructed to cease involvement in any activity which is linked to the introduction of the Key Teacher Behaviour Management positions in schools" (May 25, 1995 – see Appendix M, Item M1). Specifically, the notice of moratorium referred to the need to provide both "adequate personal development (training) of such a teaching position" and "proper resourcing in terms of (a) time to do the job, and (b) back-up personnel". The notice of moratorium stated that the "deficiencies" of adequacy of the training and resources were to be "taken up with the Minister as a matter of urgency".


Subsequently the President of the AEU Tasmanian Branch met with the Minister for Education about the Union’s concerns in relation to adequacy of provisions for training and resources. One week prior to Days 3 and 4 of the professional development sessions in the region in which this study was conducted, the Union informed its members via a workplace circular that while the Minister conveyed “concern and sympathy for the inadequate provision of resources for the position” he stated his preference for the union’s “lifting the moratorium in order to proceed further with discussion with the AEU” (June 28, 1995 – see Appendix M, Item M2). Members of the AEU were advised that the moratorium was temporarily suspended to enable further discussion between the Union and the Minister and that further action would be dependent upon the outcomes of these discussions. No further evidence was located of action by the union and no change in the Program was notified to participants.


In summary, the Key Teachers and the Union had identified strategies that would have provided support and resources for policy implementation in the instance of the Program. The Key Teachers had requested that the facilitator of the feedback session convey their feedback to the Department. The symbolic nature of this policy, however, meant that funding was not available to enact a range of strategies that would have enhanced the professional development sessions and subsequent implementation in schools or that would have enabled recurrent provision for the Program.

6-3 Interviews with and questionnaires completed by school-based policy actors

Figure 6-2 Chronology of data gathering from interviews and surveys with school-based policy actors

pre-implementation phases			implementation		period subsequent to KT(BM) Program			
1992	1993	1994	1995	1996	1997	1998	1999	2000

Key:  KT(BM)P training & data gathering

 data gathering

The analysis of the data from the interviews with school-based policy actors—Key Teachers, *Other* Teachers, Principals of schools that participated in the Program, and Principals of schools that did not participate in the Program—is presented in Section 4-3-3: combining the results enabled triangulation of the data from each group of policy actors with those from other groups to be undertaken.

Demographic data

Key Teachers: data related to qualifications, experience, position and schools' methods of selecting their KT(BM)

The greatest variation in the demographic data occurred in relation to the Key Teachers' number of years in their current schools, position held in their current schools and number of years in their current positions. A summary of the Key Teachers' qualifications, teaching experience, position at the time of commencement in this study and report of the KT(BM) selection process in their school, is presented in Table 6-1.

Table 6-1 indicates that the Key Teachers who participated in the study varied considerably in their teaching experience (7–20 years) and current positions in schools (from Advanced Skills Teacher 1 to Assistant Principal). The teachers had between one and eight years' experience in their current school at the commencement of the KT(BM) Program. These schools were those in which each key teacher would be expected, and would be expecting, to perform the role of KT(BM). It is possible that the length of the teachers' experience and their position within their schools would have influenced standing with their colleagues and their potential to initiate change within their schools.

Table 6-1 Key Teachers(BM) 1995 participants - summary of qualifications, experience, position and knowledge of schools' methods of selecting KT(BM)

Type of qualifications/experience	Summary of the data – Key Teachers
professional qualifications	5 teachers with B Ed, 1 with Dip Teach
teaching experience (years)	average 15, range 7 - 20
taught at (number of schools)	average 6, range 3 - 10
years in current school	average 5, range 1 - 8
current position	ranged from Advanced Skills Teacher 1 to Assistant Principal
years in current position	1 - 8 years
KT(BM) selection process	<ul style="list-style-type: none"> ▪ 2 teachers nominated themselves and consequently were selected by their schools' management team; ▪ 1 was selected by school's Supportive School Environment committee; ▪ 3 were selected by the principal (it was stated that 1 of these was selected because of their school role at the time)

Schools 3 and 5 each identified two Key Teachers. In School 3, KT3a and KT3b each participated in the professional development sessions for one year, during 1995 and 1996 respectively. KT3a anticipated the opportunity to collaborate with a colleague, also a KT:

It was a good idea to share the access to other schools with another colleague...another colleague's perceptions would greatly assist our school's approach to behaviour management. (KT3a, 1996/2)

KT5 reported his school's size as the reason for its nomination of two teachers to participate concurrently in the Program: the second Key Teacher withdrew from the Program when unexpected personal circumstances intervened. This teacher was not replaced. The school's decision to send a second teacher would have necessitated it being prepared to resource completely the arrangements for the release of one of the two teachers.

Other Teachers: data related to qualifications, experience, position and knowledge of schools' processes for selecting their KTs(BM)

Other Teachers were sought for this study with the main criterion being that their current appointment was likely to continue throughout the two years of the professional development sessions and the period of early KT(BM) Program implementation. A summary of the *Other Teachers'* qualifications, teaching, positions at the time of commencing participation in this study and knowledge of the KT(BM) selection process in their school, is presented in Table 6-2.

Table 6-2 "Other" Teachers - summary of experience and position in school at the time of the KT(BM) Program and knowledge of schools' method of selecting KTs(BM)

Type of qualifications/experience/knowledge	Summary of the data – <i>Other Teachers</i>
experience in current school (years)	average 3.5, range 1 - 7
current position	ranged from Teacher to Principal
knowledge of KT(BM) selection process within their school	<ul style="list-style-type: none"> ▪ 3 respondents reported knowledge; ▪ 3 respondents reported no knowledge

The professional development facilitators

Three facilitators agreed to participate in individual interviews. Facilitator 1 (F1) was a staff member of one district support service who was Key Teacher for the school in which she was based. F1's professional responsibilities were restricted to the group of schools in which she worked. Facilitator 2 (F2) was a curriculum officer with state-wide leadership responsibilities who was involved in facilitating in each of the three regional groups. Facilitator 3 (F3) was a curriculum officer in the same region as the study participants. F3 potentially could work with any school in the region.

The principals of schools that did not participate in the Program

Two principals of schools that did not participate in the Program participated in this study: Non-participating principal 7 (NPP7) and non-participating principal 8 (NPP8). Each principal participated in an individual interview. The interviews occurred after the professional development sessions had commenced.

Senior staff member in Support Services at the time of the Program regarding the decision of one district not to participate

One education district did not participate in the KT(BM) Program. One Education Department employee who had been a senior staff member in this district's support services at the time the decision not to participate occurred offered some information in an informal conversation.

Results of the interviews and the questionnaires with Key Teachers and "Other" Teachers, the principals' questionnaires, the non-participating principals' interviews, and the interviews with the professional development facilitators*Interviews and questionnaires—an outline*

The interviews sought information about Key Teachers' understandings of the purposes of the Program, perceptions of the workshop sessions' content, potential for application of their learning in individual school contexts, and opportunities for networking. The

complete set of interview questions for the Key Teachers and the *Other* Teachers is presented in Appendix C (Item C3).

The Principals' questionnaire sought information about reasons for participating in the KT(BM) Program, understanding of the Program's goals, Key Teachers' roles, support for the Key Teachers to perform their roles, perceptions of benefits from the Program, and perceptions of the Department's support for the Program. The principals' questionnaire is presented in Appendix C (see Item C3).

Interviews with the facilitators sought information about understanding of the Program's goals, their respective presentations to the Key Teachers, feedback received on presentations' usefulness to the Key Teachers and their schools, and provision of the follow-up support for Key Teachers. The complete set of interview questions for the facilitators is presented in Appendix C (Item C3).

Interviews with the non-participating principals sought possible reasons for schools' non-participation in the Program, and specifically invited comments about their schools' behaviour management practices at the time or other internal influences on the decision not to participate. Additionally principals were asked what their decision would be if another opportunity, similar to that presented by the KT(BM) Program, were available at or following the time of the interview.

Interviews and questionnaire — results

The results of the interviews and questionnaires are presented under sub-headings that describe broadly the key themes that emerged from analysis of the data. This style of presentation is employed because the data were gathered for analysis to determine themes, not to describe several mini case studies. The analysis resulted in identification of several themes: *support for the policy* closely entwined with *conflicts between agendas*, demonstrated through, e.g., provision of sufficient resources, the time during which phases of the policy occurred, and communication; *perceptions of the professional development sessions*, particularly the change of opinion between the initial

and concluding sessions; *implementation in schools*, for example, links made between school priorities and policy goals, school leadership, preparation, and school model employed; and *evaluation*, more evident by its absence than its presence. The construction of Code-web 3 (p. 166) also resulted from the analysis.

Analysis of the policy's time-frame (see Figure 6-3) enabled consideration of the respective periods during which the policy phases occurred. The length of each of these periods provides a backdrop against which accompanying difficulties in implementers' commonly reported views can be interpreted. The comparison of periods revealed comparatively little time dedicated for implementation: time, in the form of initial implementation by the Department, the brevity of the professional development sessions, and the lack of any time, supported with external resource provision, for school-level implementation, or evaluation.

Figure 6-3 Chronology of the KT(BM) Program

Event (reference to Aust. Policy cycle, Bridgman & Davis)	1993	1994	1995	1996	1997
• Public concern voiced about student behaviour in schools (<i>identify issues</i>)	—————				
• Minister for Education's advisory council prepared discussion paper and report (<i>policy analysis and consultation</i>)		—			
• Budget identified for implementation (<i>coordination</i>)		—			
• Education Department response (<i>policy analysis</i>)		—			
• Ministerial press release (<i>decision</i>)			•		
• Program Reference Committee formed (<i>implementation</i>)			•		
• Program planning Committee met			• •		
• Incorporation into Education Department strategic plan			•		
• Correspondence to schools			•		
• Implementation – 1 st year at school-level			2 2 2		
• Teachers' Union Moratorium			•		
• Implementation – 2 nd year in schools				2 1 1 1	
• Evaluation (<i>evaluation</i>)					

Key:

- events that occurred during a continuing period
- events that occurred or appeared to occur during a short period
- 1,2 professional session days: 1=1-day session, 2=2-day session (conducted between May and August in both years of Program implementation)

Conflict between agendas: Policy and underlying resource issues that emerged

Emergence of a political agenda and determination of a budget prior to the apparent identification of the Program were themes that appeared in interview and questionnaire data. Claims of insufficient resources, time and support featured throughout implementers' reports. Underpinning these issues was the context in which implementation was to occur.

Key Teachers typically described a context in which dissatisfaction with the lack of Government or Department resources that resulted in insufficient time to give adequate attention to the substance of the KT(BM) professional development sessions. Several of the study participants identified features of an ambiguous policy milieu into which one more initiative was being launched. KT5 observations highlighted the recurring issue of time and the number of priorities schools are expected to implement at any one time:

Put simply, time has not allowed us to do too much, and there have been other pressing areas to deal with. (KT5, Q, 1997/3)

The difficulty in identifying the Department's actual priorities and the difficulty created by the requirement to enact known priorities without central support and resources was reported by two principals:

Schools experience difficulty in identifying the issues the Department believes are important. The number of the Department's demands contributes to this predicament. Even stated priorities are not always supported. (PP3, Q, 1997/1)

The Department's support is evidence of [a program] being a Department priority. It is difficult from a school perspective to identify the important issues from a Department perspective. The flow of the Department's demands makes it very hard to identify and select the Department's priorities. Stated priorities are not always supported by the Department in other ways. (PP6, Q, 1997/1)

The principals' accounts of implementation attributed importance both to Education Department support and support from within individual school contexts. Indeed drawing a clear distinction between the supports from these two sources may not have been clear-cut; the extent to which schools' processes and structures supported implementation may

have influenced at least one principal to consider support from the Education Department more favourably than typically reported by the other principals.

It was only when a new and related program was introduced that schools had the opportunity to enhance the work of the KT(BM) by identifying links between KT(BM)P and the newer program that was resourced with additional staffing. Only KT6, however, reported that his school had combined the two programs to enable him to have a central role within his school in the area of student support.

Insufficient time and untimely communication were themes in participants' responses. Comments highlighted the short notice given at the commencement of the policy's implementation in schools, the timing of communication to schools, and the incongruence of this timing with the timeline to which schools had to adhere to complete annual planning. The importance of Program information being available to schools in time to enhance their capacity to maximise links between school and Education Department priorities was conveyed by KT1:

My 1996 involvement will be very dependent on what is offered to fit in with our school's current priorities...a lot of these have been established and earlier notice of the Program would have been useful even though we have allocated notional money...[and we have] already embarked upon our SSE [Supportive School Environment] review (KT1, I, 1995/1)

KT2 reported that his withdrawal from the 1996 professional development sessions resulted from untimely communication regarding implementation of the KT(BM) Program. An Assistant Principal, KT2 had a high level of credibility with his colleagues according to anecdotal accounts; it was likely that he would have been well-placed to perform the Key Teacher role successfully.

In 1996 the Key Teachers pointed to reduced participation in the inter-school visits because of lack of time and deficient communication regarding the purposes and possible benefits of participating in the visits:

Pressure of work. (KT1, Q, 1996/2)

I was unavailable. There was a school carnival and I had responsibilities in other areas. (KT5, Q, 1996/2)

Travelling time mainly but just bad luck as well with the dates. But I use the 'phone more often [to contact other Key Teachers]. (KT6, Q, 1996/2)

I didn't participate in the school visits because the program presented to me appeared to lack structure....I needed to know what would be gained from participating. It seemed to me that I'd be sitting in a classroom watching others teach and rightly or wrongly I felt I could not justify this. I was more interested in a whole school approach. (KT3b, Q, 1996/1)

It is likely that Key Teachers who commenced in the second year of the KT(BM)P, in this instance KT3b, most likely would not have developed the understanding of the structure and purposes of the program of school visits; the importance of providing adequate information to Key Teachers who entered the Program after it began may have been overlooked.

An indication of the extent of political support for the Program emerged from the Minister's response regarding the feedback he received; the frequency and amount of communication about the progress of the KT(BM) Program's implementation he described was not heartening. The further the trajectory of the policy moved away from the political arena into the educational field the less then Minister appeared to demonstrate interest in the policy's progress.

I asked for and received feedback while [I was still] Minister. I received verbal advice from time to time. I met with the Head of Agency weekly but would not have received feedback that often. In June 1995 I received written feedback, [the Minister passed me a copy of the briefing note he requested in June 1995]...this is the only record of written feedback I could obtain from the Department. (M, I, 1996)

It is acknowledged that the Minister had changed portfolios early in 1996.

Participants' observations that issues of time—for example, insufficient time and poor timing—diminished what could have been achieved, may appear to be naïve: clearly with increased time and better timing, more could have been realised by the Program's implementation. The issues of resources and time had already been identified by the

KT(BM) Reference Committee in its consideration of the need to look beyond the Tasmanian model of Supportive School Environment. The Reference Committee's decision was that the options were constrained by insufficient resources, and time was a theme that continued to emerge from the school-based policy actors' reports.

A crucial point is, however, that the eventual form that KT(BM) Program took, rather than being less than ideal to some extent, was enormously undersupplied in terms of time and resources. Policy actors with responsibility for implementation typically made comment, during the periods in which they provided responses to the interviews and the questionnaires, on the mismatch between intent and the reality of the professional development sessions and subsequent transference to schools. The provision of insufficient time for the key teachers to plan and prepare for what they would implement in their own schools was a crucial element of Key Teachers' responses.

Professional development sessions (1): Capacity of the whole school

The senior officer during the interview had stressed her belief that the Program would be effective only if it focused on the capacity of the whole school. Indeed, the Minister's announcement had implied the establishment of teams who might work together at times:

The program will also provide training for a guidance office and staff from the District Student Support Service, so there will be a team of at least three people equipped to deal with inappropriate student behaviour. (Tasmanian Government, 1995)

The belief that a collaborative approach would enhance the work of Key Teachers and enhance the capacity of colleagues was shared by many of the participants in the KT(BM) Program; the observations of teacher-participants and facilitator-participants in the study reflected the importance of shared capacity during implementation in schools. The Facilitators, because of their work in several or many schools, were the group of policy actors whose potential to collaborate could be enacted most economically. For example, Facilitator 1 was one of several specialist professional staff members who held

a position that put her in one of the best positions of working alongside classroom teachers. F1, however, described logistical difficulties that she faced in working as a team member. The secondary school in which she worked had not nominated a teacher to be KT(BM). F1 explained that her potential to work alongside teachers was limited by her position description:

I've had some involvement at a really low level...like being asked "what do you think of this?"...I'm not free to go out to other schools because of my role [providing services to one cluster of schools]. (F1, I, 1997/1)

Another facilitator, who worked state-wide mentioned the potential for district-based colleagues to work with school-based Key Teachers:

We were explicit about processes, that they [Key Teachers] had the beginnings of a kit...an...officer in the region [F3] who would buddy anyone who wanted to run with that. (F2, I, 1997/1)

In this instance, however, the locally-based regional facilitator to which F2 referred, F3, was the only staff member in her specific skill area available to the more than 50 schools in the region in which this study was conducted including the 18 schools participating in the KT(BM) Program. While it is unlikely that any school would have designed a long-term strategy that was continually dependent upon external expertise, the scarcity of external support is likely to have provided an impediment to initial capacity-building within many schools. The reality was that there was no funding for implementation other than for releasing teachers for the most of the professional development sessions during implementation at school level during 1995. Moreover, in 1996 schools were left to a great extent to organise teacher release using their own resources.

Of the seven Tasmanian education districts in operation at the time, one did not participate in the KT(BM) Program. An informal enquiry to a senior officer in this district revealed a view of some reasons for its non-participation. Prior to the Minister's announcement of the Program it had established a behaviour support network to manage its share of the state government's funding for behaviour management programs. The staff member reported that this district's view was that initiatives should: first, be

coordinated by schools in order to strengthen all teachers' capacities; and second, emphasise working with all staff. His view was that the KT(BM) model, with its attendant focus on one teacher per school, did not complement the district's already established behaviour management priorities. Moreover, the key teacher model focus on training one teacher per school was considered inadequate and unlikely to provide a basis for ongoing and effective outcomes for schools and students. While only one district adopted this non-participatory stance, its position, with regard to a whole-school approach reported by the senior staff member, corresponded with the expressed preference of participants.

Professional development sessions (2): Rationale for and positive aspects of participation

Principals' and teachers' comments pointed to the crucial role of establishing a connection between schools' core work of providing effective teaching and learning programs and the decision to participate in the KT(BM) professional development sessions. For example, principals reported that their schools were participating in the KT(BM) Program for several reasons: first, because of perceived opportunities to gain new perspectives about behaviour management and consequently to develop school practices; second, for teachers to learn new ways to work effectively with students; and finally, to repeat previous successful experience with the Key Teacher concept in earlier programs.

In the regional centre in which the study was conducted the researcher observed that a sense of collegiality developed amongst her Key Teachers colleagues before the completion of the first two days; this appeared to strengthen throughout the professional development sessions during 1995-1996. The Key Teachers unanimously cited "sharing with colleagues" as their preferred learning method and cited specific instances of sharing school policies and the school visits. Similarly, the three facilitator-respondents identified the sharing that occurred during the KT(BM) Program professional development sessions. The Key Teachers reported the importance to them of having opportunities in a supportive climate off-site to gain knowledge of teaching and

classroom management strategies. Integral to the supportive climate was their experience that their knowledge and skills were valued by others and the fact their Program colleagues held similar views about behaviour management. Reports from four Key Teachers specified several positive aspects of the professional development sessions:

Having whole days and off-site locations has been excellent...means you can focus and you don't get interrupted [by events at school]. (KT6, I, 1995/1)

Sharing, we work in isolation so it's important to share and get positive feedback or constructive criticism. (KT2, I, 1995/1)

It's been excellent, both for me and for what I've been able to take back to the school...communication with other teachers and the issues are relevant to schools...well balanced because teachers given opportunities to talk and discuss our own situations...different strategies [were] presented and a reminder of ones that we use...we got positive feedback as well as opportunity to try other things. (KT4, I, 1995)

It was really supportive to what I am doing...productive and positive...it reinforces processes already in our school...[and we] see how other people deal with things.... All the people in the group on a similar wavelength...one of the best groups I've been in...all [participants] had a productive approach. (KT3a, I, 1995/1)

It is acknowledged, however, that holding similar views could have had either a positive influence or negative influence on teachers' learning and outcomes in schools, and, teachers' preparedness to seek advice from Key Teacher colleagues and, in turn, to offer support and opinion during the KT(BM) Program.

The realism of the sessions and the use of colleagues with demonstrated expertise in schools and classrooms as session leaders increased the sessions' credibility in the view of the Key Teachers as apparent in the following three comments:

[One strength of the sessions was] they were teacher-led and participant-directed. (KT4, I, 1995/1)

The hands-on aspects [were strengths]...good to hear what others are doing...[the] people presenting were practitioners...[they] gave it a realism...that's important. (KT2, I, 1995/1)

[A strength of the sessions was that they were] being presented with realistic situations to solve [problems]. (KT3a, I, 1995/1)

Additionally, their preference for learning experiences into which they had input and therefore which drew on their knowledge and expertise or that of their peers was evident in the Key Teachers' comments. Communication that might underpin eventual networking had been highlighted in the Minister's announcement and the original memorandum to principals. Two Key Teachers' comments revealed the value, for them, of networking:

Because of the relationships I have built up I am in touch with other Key Teachers to seek advice or just talk "shop" [talk about teaching].... A continued recognition by the Department of the expertise of these Key Teachers is needed...teachers should be listed and these lists circulated so as to enable some networking of these people. (KT6, Q, 1996/2)

In writing our school's Behaviour Management policy I was able to contact *many* schools from [the] north and south [of Tasmania] to help out....I feel confident that should I need advice, feedback from an external source, resources...I could call on contacts made through the KT(BM) Program. (KT5, Q, 1996/2, emphasis in original)

KT3a, however, described the difficulty in sustaining communication that might strengthen eventual networking:

Contact [with other Key Teachers] is good at the seminars, however, it is easy to lose touch when [we are] apart as the daily grind [of school] in itself is debilitating. (KT3a, Q, 1996/2)

Indeed Key Teachers' reports of working with their KT colleagues were rare and typically reported as coincidental rather than deliberate.

The Key Teachers noted their appreciation of a balance between sharing and examining current practice, and the challenges of considering new understandings and of developing their skills and strategies.

It became apparent in the initial professional development sessions that the Key Teachers had suggestions for future sessions and actions that could be enacted to

enhance the Program (see Appendix L, and the relevant summary on p. 138). One Key Teacher identified the need to include students in the dialogue: this approach increasingly receives attention in the literature and the rhetoric, but is typically not put into practice:

I'd like to have listened to some kids, a range of kids, what makes them behave as they do. (KT5, I, 1995/1)

Furthermore, as the sessions progressed, the Key Teachers typically expressed the importance to them of seeking more than the sessions offered. Indeed, they would (in RQ4) report increasing frustration, when considering the professional development session retrospectively, with the scarcity of new content and skills offered.

The Key Teachers' broad initial satisfaction and eventual dissatisfaction was evident to one facilitator who commented that she received varied feedback about the professional development sessions and that participants in the sessions generally appeared to find processes more useful than the content of the sessions:

In the early stages...adult learning and our [the facilitators'] use of what they know...but after a while they'd had enough of that...even the [nationally sponsored forum's guest speaker] was repetition. The feedback changed ...content...nothing new. The Restitution session was really popular... something new....counselling and problem-solving...well-received...[other sessions] more for process than content...useful for personal use of information and professional development purposes...gave some teachers the confidence to initiate [sessions in their schools]. (F1, I, 1997)

The Key Teachers' remarks about one session that introduced a new model for working with students to address the effects on others of their behaviour were particularly positive and conveyed their engagement with something new. The theme of *time* continued to emerge in the context of the professional development sessions: first, the time dedicated to the session in which they encountered the new model; and second, the time it might take to implement this model in the school context. Insufficient time during the professional development sessions was highlighted in the comments of one of the facilitators. Specifically F3 spoke of the need for more substantial planning in

preparation for implementation in schools than was permitted by the allocated time during the professional development sessions:

[On reflection there needed to have been] time to do an action plan...OK, we've revisited [SSE] done professional development...now time to set some goals...act on them, reflect...[it's been] too open-ended...if there was an expectation of change then this should have been planned for...[there was only time for a] a rushed action plan [towards] the end of the Restitution day only. (F3, I, 1997/1)

Two facilitators noted the importance of time for the teachers to share first, simply about what others were doing in their schools and, second, about possible links between theory and practice:

Interactivity...plenty of opportunities for talk...reasonable amount of theory to hang stuff on...videos gave scenarios for discussion. (F1, I, 1997/1)

People enjoyed sharing...listening to what others are doing in their schools. It was important to have that facilitated so that could happen. (F3, I, 1997/1)

The professional development facilitators reported from their support role perspectives; they typically understood the purposes of the KT(BM) Program to be two-fold: first, to enable one teacher to become a resource person; and second, network building. Both these roles encompassed the teachers' distinctive preference for learning from and working with colleagues.

Implementation in schools (1): identifying links, making preparations, mediation by schools' cultures, support from schools' leadership, Key Teacher selection, model of implementation

Participants highlighted the importance of identifying links between school priorities and policy goals. The Key Teachers typically believed that the KT(BM) Program offered a window of opportunity for schools to address areas of previously identified need; this circumstance offered the prospect of meeting teachers' professional learning needs. Indeed, links between Program purposes and individual school priorities were observed and reportedly embraced; for example, two Key Teachers described instances of schools that had differing needs but potentially each was able to tap into one program:

We believed it to be worthwhile to invest time and money in a fundamental, preventative area. My involvement coincided with the school discovering that we had no effective behaviour management program, no policy, no structure for behaviour management, so in many ways we are still piecing together both the KT(BM)P and school policies. Yes, the KT(BM)P has helped us to do that. (KT5, Q, 1996/2)

Our school's policies and practices...we're trying to get uniformity...consequences for inappropriate student behaviour. (KT3a, I, 1995/1)....I provided an "eye" into other schools. We really had basics in place so therefore refinement of process was the outcome. [It was] a continuous process...an evolution of ways to develop effective behaviour management strategies. (KT3a, Q, 1996/2, no longer attending professional development sessions)

Additionally, *Other Teachers* reported perceptions of potential intersections of the KT(BM) Program with their schools' priorities. In the instance of School 5, influences on the OT's perceptions appeared to be different from those of the KT; nonetheless a similar need was identified. Indeed, these two examples of OTs' perceptions lent credence to the Key Teachers' perceptions:

My understanding was that with a less authoritarian/autocratic principal there was a need to redress the behaviour management situation. (OT5, Q, 1996/2)

We saw the program may offer resources and help in the area of behaviour management...our purpose was to have someone...informed on current theory, research and practice that we could translate into practice...a consultant or adviser on site. (OT6, I, 06/96)

In School 2, the apparent failure to identify these links, and/or the requirement for schools' internal funding to enable its Key Teacher to participate in some of the 1996 professional development sessions, contributed to this school's departure from the Program. A comment made by KT2, although offered during the retrospective phase of data gathering, related specifically to the Program during 1996:

We "dropped out" early...the principal's decision...the cost to the school [of participating in the professional development sessions]. (KT2, I, 2000/4b)

A range of perceptions were reported with respect to Key Teachers' opportunities and capacities to transfer their learning in to their respective school contexts. Although KT5 had expressed interest in the role and been selected by the principal and assistant

principals, he expressed frustration with his inability to influence his school's practice during the first year of performing the Key Teacher role. He speculated about reasons for and influences of his school colleagues' low level of awareness of the Program, and specifically about the Key Teachers' participation in the professional development sessions:

We [the Key Teachers] were concerned about our roles but in the end maybe not a lot of people probably knew we were out of our school at the Program....I would have liked to have been more active about it in the school...a couple of reasons that I haven't been...well I'm new to the school, picking up new information...all our school professional development time was put into the school plan....getting our elbows in through the door... there's been no time, we received stimulation and skills...at school opportunities are very limited...disappoints me...very difficult to get things back into the school. (KT5, I, 1995/1)

One year later, this Key Teacher continued to report difficulty with influencing the implementation of the KT(BM) Program to his school: "I could do more except for the politics within a large school" (KT5, Q, 1996/2). Indeed, it was not immediately obvious why KT5 was selected given the reported inability he was to face in leading change; KT5's reference to "the politics" raised the possibilities of a flaw in the process used to identify the school's KT, or a symbolic decision to participate in the KT(BM) Program. KT5's responses to the questionnaires (1996/2, 1997/3), however, indicated an increasingly positive view of the professional learning sessions and some eventual benefits of what he perceived to be strong initial support from his principal for the Key Teacher role. For this teacher some benefit became evident after approximately two years and following the conclusion of the professional development sessions:

[The 1996 sessions] were all practical, real alternatives, especially to a school that is developing a policy now! (KT5, Q, 1996/2)

As a result of initiative in this area I have been appointed a grade coordinator and am expected to lead in the area of behaviour management practices. (KT5, Q, 1997/3)

Key Teachers with less teaching experience than their KT colleagues tended to report that they found it difficult, if not impossible, to influence their school's behaviour management practices. To an extent either being in a position of influence within a

school, or, being supported by someone else influential in the school, appeared to assist Key Teachers in performing their roles in ways with which they reported being satisfied.

Recognition of the importance of developing capacity within the school was highlighted in the comments of one Key Teacher who focussed on the need to have someone with credibility in the eyes of colleagues to influence the change process. KT2, an Assistant Principal in his current school for several years highlighted the importance of appropriate Program leadership to enhance support and opportunities within the school during implementation. Specifically, KT2 maintained that the years of teaching experience would influence a teachers' capacity to lead the implementation of change:

I would reinforce that if they are going to implement a program they need to give it substance and personnel to support it...the Key Teacher Program is pretty low key...if a less experienced teacher had been sent to the Program I believe it would have been difficult for them to be involved in leading professional development in their school. (KT2, I, 1995/1)

Principal 3's comments may have pointed to an explanation for the implementation difficulties reported by some of the Key Teachers. This principal highlighted what he considered to be the contentious nature of student behaviour and the necessity for the principal's leadership in implementation at school-level:

Key Teacher Literacy or whatever is not as controversial despite implementation problems. Behaviour is such a political issue in school that *everybody* has to be involved in the dialogue and the solutions must be agreed. Can one person, who is not the principal even, lead this? (PP3, Q, 1997/1)

Perhaps because of the thought behind his rhetorical question, PP3 revealed that no support had been provided for the KT(BM) role in School 3. He added: "This has been an opportunity missed" (PP3, Q, 1997/1). PP3's comments and the story of comparative success that emerged from School 6 suggest the importance of the supportive leadership of the principal or a leadership team in implementing change.

Comments offered by two principals who participated in this study and whose schools did not participate in the KT(BM) Program largely mirrored issues revealed by the

Program participants' accounts. Issues of school priorities, leadership, expertise within the school, difficulties in releasing staff faced by smaller schools, and competing Department priorities received attention in their reports:

After discussion with the senior staff we decided that if we sent someone it should be a senior staff member...one of our senior staff had experience and skills from his previous school that we wanted to tap into....Releasing people is difficult...[however] it is very difficult for small schools with changing staff to be involved and to also retain stability...for the students...it is critical to keep teachers regularly in the classrooms...there are already many professional learning days and everyday occurrences that break into teachers' work. (NPP7, I, 1996/1)

We wanted to try our ideas [that we had collected from other schools] before getting even more input...we wanted to pull it all together and come to terms with it ourselves...see how it would run in practice...iron out the bugs...anything else that would interfere with that process we did not want. (NPP8, I 1996/1)

NPP8 also highlighted the reason at the heart of the school's non-participation; the need to have a change leadership team and the attendant difficulties of expecting one person to lead change:

The model of one teacher per school [is] ineffective and therefore a waste of money....In this school...we need a minimum of one person per teaching area to get something up and running....We really need a group of people...with our literacy policy we have a committee and this is working well with a larger number of people...if the group is too small, unless the members are charismatic...[and can] really inspire people to move along, any project is in real danger of being no more than a "talk-fest". (NPP8, I, 1996/1)

A scenario anticipated by the Key Teachers at the outset of the professional development sessions was what would happen when Key Teachers took up appointments in another school. KT4's comments reflected the abrupt end to his anticipated networking because of a change in his teaching appointment to a school that was not participating in the Program:

No [I have not participated in networking] as I have been moved to a new school which did not participate in the [Key Teacher] Program. I am disappointed that I could not continue in the role at [my previous school]. But that's life in teaching. (KT4, Q, 1996/2)

Program participants and non-participants alike identified problems with the model of one teacher per school and the lack of congruence between priorities of some schools and of the Education Department. Their reports corresponded with the reports of the senior officer and an anecdotal report obtained from a senior staff member in another district that did not participate in the Program.

Implementation in schools (2): attributes that contributed to successful perceptions of implementation—the trajectory of the policy in one school

The three study participants from School 6 provided consistent and positive accounts of the policy's trajectory. Principal 6 described first, a judicious choice of Key Teacher; second a context in which behaviour management had been identified as a priority; and finally, an established school leadership team that subsequently and opportunely capitalised on a related government initiative to provide actual support for ongoing Program implementation:

Prior to the KT(BM) Program we had already identified someone...who was knowledgeable, influential and interested in behaviour management. We have built on this....The [Key Teacher] now carries only 0.5 of a normal teaching lead as a result of resources from [a new and subsequent] Program. (PP6, I, 1997/1)

In the process of making a strategic choice of the Key Teacher, staff awareness of the Program was heightened. The result was a Key Teacher without a significant school leadership role but who was judged to have strong potential to develop the role and to grow in the role:

When the Program was presented to us first of all we looked at the question: did we see any benefits for our school? We decided "yes" then decided that the person in the role would not necessarily be in the "front line" of behaviour management...it's a pretty traditional role for senior staff to receive referrals from other teachers...we thought it would be prudent to have a person without that discipline role...we tossed around a shortlist, canvassed with staff...based on commitment, suitability, interest and expertise, we approached the teacher we wanted and he responded positively. (OT6, I, 1995/1)

From my perspective, the KT(BM) Program has facilitated a lot of professional growth on the part of the Key Teacher. His contribution to policy development and school-wide practice has been instrumental in extending the behaviour management repertoires of many teachers. (OT6, Q, 1996/2)

In KT6 a professional learning decision he had taken independently:

This year I have started studying again...the Key Teacher training was a stimulus to improving my own skill level...I have a special interest in counselling and [in the] bully/victim [area]. (KT6, Q, 1996/2)

A recently appointed AST1 who was acting in a middle management position, KT6 had taught fewer years, and most likely had less leadership experience, than many of his Key Teacher colleagues. For this Key Teacher, another factor or other factors—other than years of experience—would influence his effectiveness in the role. KT6 noted that his work in the role of Key Teacher was supported by his school's management team and school structures. He reported *knowing* that he had the support of his school's management team, and that he had some time allocated by the school to perform his Key Teacher role. It appeared possible that the confidence of School 6's management team in his capacity to perform the role transferred to KT6's confidence in his own ability.

KT6 identified benefits for his school—for example, his work with beginning teacher-colleagues and working more closely with student support staff— as well as change in his own professional practice. In describing these benefits, KT6 referred to issues of trust and responsibility, and gaining the respect of colleagues, parents and students for both his work and his expertise in the area:

The school let me decide what I would do. I am acting as a consultant, working with first year teachers and working in more with the Guidance Officer and Social Worker....Personally I think the programme has been useful. The way I teach has been directly affected. It remains to be seen whether that will have an effect on others. In terms of where I sit in the school, I'll be acting AST3 next term [performing a senior role in an acting capacity] and it will be interesting to see. I can now speak with some greater authority and knowledge when asked about behaviour management by other teachers. The kids' perceptions of me as KT(BM)...they seem to come to me with more problems, I suspect other teachers may have referred kids on. (KT6, I, 1995/1)

KT6 reported feeling empowered both in his teaching and in his school-wide KT role. One year later this teacher continued to report in positive terms about his capacity to assist his school in achieving its purpose for participating in the KT(BM) Program. One aspect of his report suggested an expanded KT role:

The school has given me more responsibility and an active role in planning [for behaviour management]...[I am] consulting with people re behaviour management issues. I also deal more with parents now (KT6, Q, 1996/2)

KT6 reported a scenario characterised by the allocation of time both for the performance of an expected role and for communication with colleagues and parents. This set of circumstances is highly valued by teachers (Gardner & Williamson, 2004). Indeed comments made by *Other Teacher 6* suggested that KT6 was regarded with a high level of respect; this esteem was reportedly forthcoming from other teachers, senior staff and the principal. OT6 described the influence of KT6 on his colleagues and their work:

The expert input from our KT(BM) has challenged a lot of teachers' approaches to behaviour management. It has raised teachers' knowledge base of issues, approaches and strategies. We are now in a better position to review and refine our [school] program. (OT6, Q, 1996/2)

Indeed, OT6 identified a link between the KT(BM) Program's efficacy and the Key Teacher selection process in School 6:

It's been a very useful program...I feel that the school has been lucky to have a good Key Teacher who is doing the Program justice...sometimes programs come undone through poor choice of key teachers. (OT6, I, 1995/1)

It is proposed that OT6's ability to specify a list of KT(BM) Program strategies and programs may have strengthened his assertion that the Program had enhanced a range of whole-school changes and school policies, and that KT6 influenced colleagues through professional development activity and modelling. OT6 described during two data gathering occasions specific strategies in which KT6 played a major part that had enabled the school to address the issue of bullying:

Bullying has become a big issue [and] because of our Key Teacher's involvement in the Program...we've built up a Program to identify issues and respond...our Key Teacher is a catalyst...short sessions,...support group meetings where teams of teachers meet to explore issues and the literature...general staff meetings, senior staff meetings...we've used one of our half-day p.d. [professional development] sessions. (OT6, I, 1995/1)....The Key Teacher has stimulated school-wide approaches to practices and has been instrumental in the development and implementation of a harassment/ bullying policy. (OT6, Q, 1996/2)

OT6 also described several specific examples of the resource and professional learning roles performed by KT6 beyond that normally expected of his usual position in the school:

He is a sort of behaviour management consultant. Senior staff utilise him as a resource. He has also had a key professional development role, especially in modelling practices. As an acting AST3 in term 2, he also had more direct, higher level behaviour management responsibilities. (OT6, Q, 1996/2)

The only self-report of change in the professional practice of any of the *Other Teachers* was reported by OT6 who specified changes he had made to his professional practice:

Consultation and collaboration with the KT(BM) has extended and refined my behaviour management practices. I have formalised and evaluated my approaches and processes far more methodically than in the past. (OT6, Q, 1996/2)

These outcomes occurred in a school in which the Key Teacher described the principal's support as "strong throughout implementation to the present time"; KT specified "time release" and "[delegation of] direct responsibility to deal with specific students and incidents" (KT6, Q, 1997/3) which influenced his judgment of the support he received.

Principal 6 reported a range of roles performed by KT6: resource teacher in behaviour management, professional development leader, and referral point for behaviour problems which was a "very minor" component of the role. Indeed, PP6 described a school benefiting from the KT(BM) Program in a variety of ways that were confirmed by reports by KT6 and OT6.

In summary, a positive story was revealed by the policy actors—Key Teacher 6, *Other Teacher* 6, and Principal 6—during each of the data gathering contacts. Their reports

touched on several themes: a context characterised by trust and support; the identification of strong links between both school and Department priorities; the strategic choice of Key Teacher; judicious use of internal opportunities and resources, for example, official timetable time and budget; prudent use of externally provided resources that subsequently became available; and the Key Teacher's professional development, self-reported and reported by others, and his increasing capacity to influence members of the school's community. Additionally, OT6's understanding and responses indicated some presence of shared leadership and the leadership team's support for the role of KT(BM). While OT6's understanding and responses were undoubtedly influenced by his membership of the school's leadership team, shared leadership and the leadership team's support for the role of KT(BM) were both apparent in his accounts.

Implementation (3): Key Teacher roles

The Facilitators (in their interviews) and Education Department's senior officer (in the interview and as recorded in the memorandum to schools) identified a range of responsibilities with the qualification that the varying expertise of the Key Teachers should be recognised and used. While there was broad agreement on the resource role of the Key Teachers, the appropriateness or the inappropriateness of the referral role was a contentious aspect of the position.

Another debatable concept was networking; evident in non-school policy actors' responses. Specifically referred to in terms of the intention to form a "network of expertise" and a "team" by the Minister, positive accounts of networking were missing from the reports of the Key Teachers, *Other Teachers* and Principals. The Minister advocated a narrower role for the Key Teachers than did any of the other policy actors. A comparison of policy actors' perspectives of the Key Teachers' roles presented in Table 6-4 (p. 165) illustrates the agreement about the resource role; however, the divergence in ideas that developed about the referral and networking roles also is evident.

Table 6-3 A comparison of policy actors' reports of their perspectives about the role of KT(BM)

Policy actor group	Resource role	Referral role	Networking role
Key Teachers	A resource person <ul style="list-style-type: none"> • information / professional development • a consultant for beginning teachers 	Increasingly a point of referral for students with behaviour problems	Occurred rarely, more by coincidence than by design
“Other” Teachers	A resource person <ul style="list-style-type: none"> • learns/ new ideas • lead professional development • an adviser or consultant • an impetus to improve teaching • support for inexperienced staff 		
Principals	A resource person <ul style="list-style-type: none"> • professional development 	Not typically a point of referral for student behaviour problems unless already part of their school role	
Facilitators	Resource people <ul style="list-style-type: none"> • recognition and expansion of participants' skills and knowledge • possibly to conduct professional development • role model for colleagues 		Facilitation of networking and sharing
Ed Dept (a) senior officer - interview	Deliver professional development packages within their school	Trained to act as a point of reference for behavioural difficulties within the school	
(b) memo to schools	Expertise of Key teacher will be used in ways that suit local needs <ul style="list-style-type: none"> • professional development • assist in whole school planning for behaviour management 	Not anticipated that they would be given the task of disciplining the “worst behaviour problems in the school” unless already part of the role of the teacher	Establish a network (ongoing strategies to sustain/support)
Minister	The proper use of discipline sanctions, counselling, mediation, conflict resolution, professional assault response training, social skills training and teaching alternatives to inappropriate behaviour	Trained to handle students with behaviour problems	A member of a team of at least three people

Key : (a) = prior to Ministerial announcement (DEA, 1995)

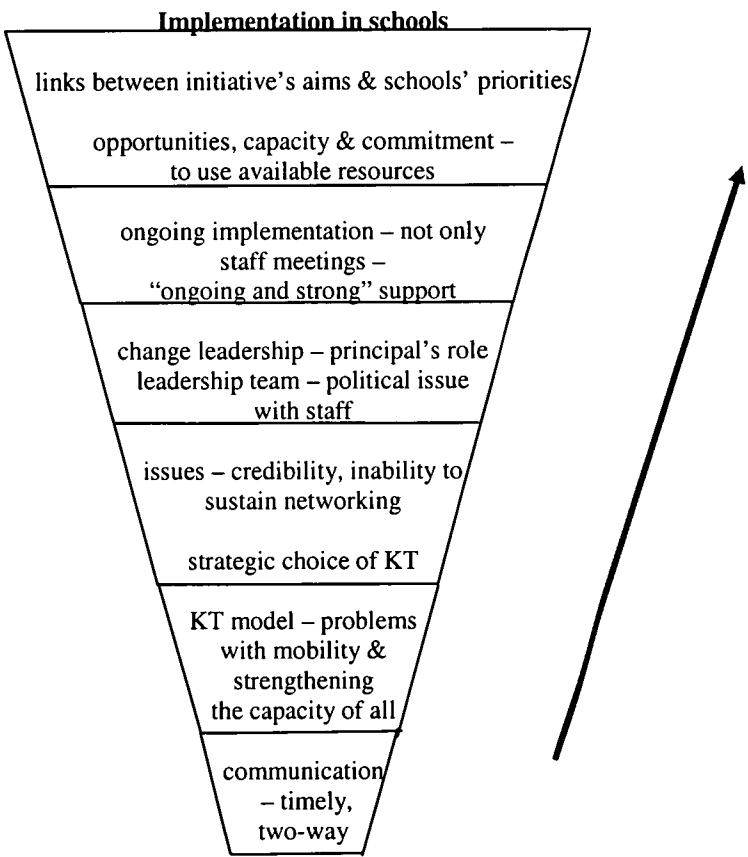
(b) = following Ministerial announcement (as expressed in the memorandum to schools)

Evaluation of the policy process and of the Program: its conspicuous absence

The Education Department's memorandum to principals and superintendents indicated that evaluation of the Program would occur. However, the researcher's subsequent enquiry to the Department revealed no evaluation was to be performed. Nevertheless the Minister had speculated that evaluation might form a part of this study. Unfortunately, the most prominent feature of evaluation, in fact, was its absence. Indeed, there was only a token gesture towards the evaluation of the professional development sessions and evaluation of the policy process was ignored altogether.

Code-web 3, for Research Question 3, differs from Code-webs 1 and 2 in that its presentation of data analysis was derived from one group of policy actors only, that is, school-based implementers. Each segment represents major themes that emerged from the analysis of data gathered for Research Question 3. Radiating from the centre are the five major themes—policy agenda, professional development sessions, implementation in schools, and evaluation. It is possible to select any one segment, for example, the *implementation in schools* segment (see Figure 6-5) and by reading out from the centre the reader is presented with a brief description of the essence of the agenda analysed from data gathered from school-based personnel.

Figure 6-5 The ‘Implementation in schools’ segment of Code-web 3

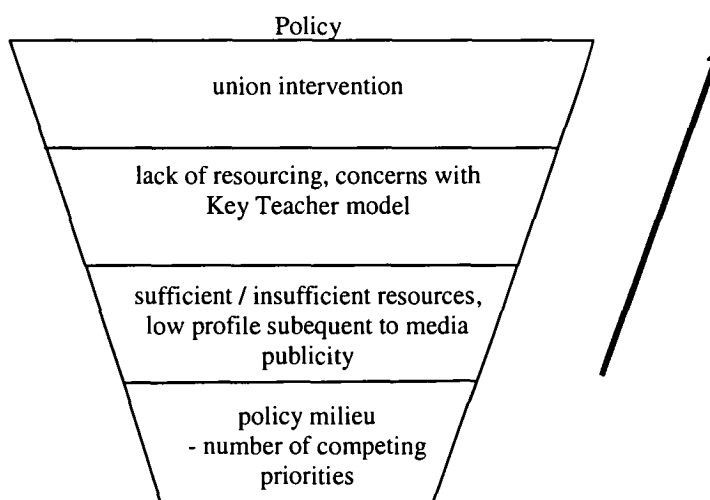


The aspects of each segment further from the centre of the code-web develop the initial aspects listed adjacent to the centre. In some instances, the aspects closer to the

perimeter are those that became evident during the latter stages of the Program's implementation in schools.

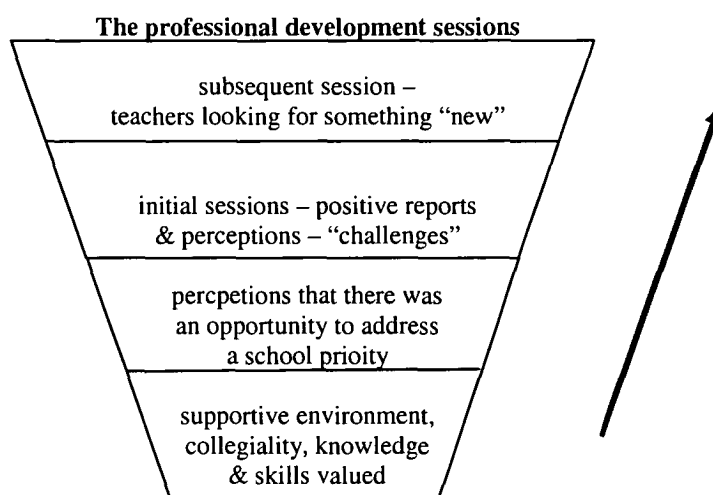
In this study there was evidence of instances of difficulties and frustration that arose from ambiguities resulting from opposing tensions in a policy context characterised by confusion and incoherence. An examination of the *policy* segment (Figure 6-6) highlights these difficulties, confusion and incoherence. Study participants offered observations about disjointed timelines; that is, the information about the KT(BM) Program for 1995 and subsequently for 1996 was released after schools would have made financial decisions for the years 1996 and 1997 respectively.

Figure 6-6 The 'policy' segment of Code-web 3



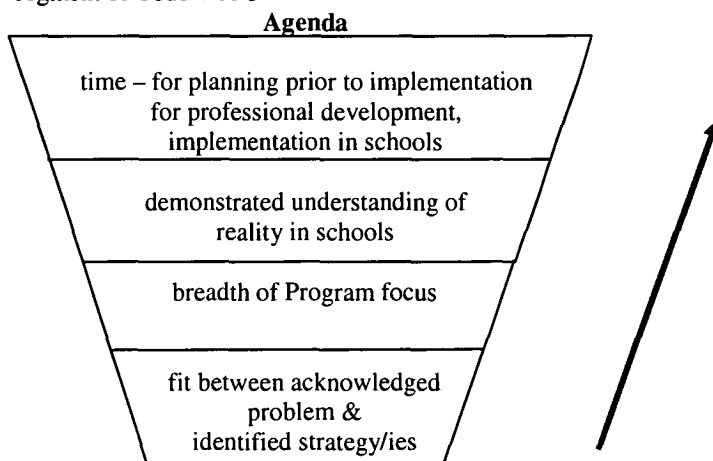
Each school was expected to identify simultaneously its students' needs, devise a professional development program based on this analysis, and overlay a centrally-initiated program. Some schools and one entire district decided not to participate in the KT(BM) Program. There was evidence that their decisions represented attempts to maintain control over school policies and practices related to student behaviour management. These tensions are evident in Code-web 3 (Figure 6-4, p. 166), particularly in the segments relating to *implementation in schools* (Figure 6-5, p. 167), *policy* (Figure 6-6), and *professional development sessions* (Figure 6-7, p. 169).

Figure 6-7 ‘The professional development sessions’ segment of Code-web 3



The Education Department made reference in the memorandum to schools that they schools would “choose to use the expertise of their key teacher in ways that suit local needs” (DEA, 1995, see Appendix I, Item I1, p. 2). This position indicated the Department’s respect for local input, expertise and decision making. Analysis of the interview with the senior officer, revealed attempts by Education Department personnel to underpin policy implementation with educational principles first, through articulation of respect of the need to invite, rather than expect, participation; and second, by acknowledging local skills and knowledge rather than promoting a “one size fits all” approach (see *agenda* segment of Code-web 3, Figure 6-8).

Figure 6-8 The ‘agenda’ segment of Code-web 3



Despite the rhetoric of the Department's memorandum to schools, teachers' comments contained references to perceptions that their skills and local knowledge were overlooked. Specific comments related not only to teachers' belief that they had contributions to make, and that including them and their views in the policy process other than simply during implementation might lead to higher levels of commitment to implementation, but that consideration of their contributions might enhance policy processes. The Union had argued that the professional development sessions constituted a deficit model. While the Key Teachers did not directly identify deskilling as an issue, their reference to the failure to acknowledge the potential contributions to the policy process and the professional development sessions implied the probability of deskilling.

In this study, teacher learning was identified as a strategy for improving the situation in schools related to student behaviour. Identification of a teacher learning strategy appeared not to be problematic per se, indeed, teachers' comments on the questionnaires and during interviews indicated that a common expectation was that a goal of schools' participation in the Program was that teachers would learn and develop their understanding and skills for working with students. What was problematic for school-based participants, and what also had been identified by the senior officer, was the key teacher model of one teacher per school, rather than development of the capacity of the school staff. Furthermore, this model of professional development focused the spotlight on one teacher's capacity to influence colleagues in each of the schools—refer to Code-web 3, segment *implementation in schools* (see Figure 6-5, p. 167).

A sense of collegiality and support was observed by the researcher-participant and was typically noted in the study participants' responses. The researcher's observations about the Key Teachers' similar views on behaviour management—in the words of one Key Teacher, every one in the group being on a "similar wavelength"—may have exuded positive or negative influences on the Key Teachers' learning. The narrow focus of the KT(BM) Program professional development sessions, however, may have limited any negative or positive influences on teachers' capacities to think and develop as individuals. Additionally, opportunities for teacher-learning were most likely inhibited

by what school-based policy actors typically referred to as disappointment and concern with the lack of support and time, as evidenced by lack of resources, for networking and collaborative learning. Therefore, it could be argued that predictably, while many of the participants referred to the importance of learning more effective strategies for managing student behaviour, reports began to emerge, particularly during the second year of the KT(BM) Program, of frustration with the lack of opportunities to learn or, for some teachers, to apply new learning.

Moreover, on occasions when the Key Teachers had been introduced to new concepts they expressed concern that there was no strategy for incorporating these into their practice. Despite making reference to new strategies or their new understandings, school-based personnel made few claims that new learning had been applied in the school settings. The comments made by KT6 were the most noteworthy exception. Lack of time for the new learning had been identified by the senior officer and the Program Reference Committee as a serious concern.

This set of circumstances continued to point to the multiple effects of the educational agenda having been overwhelmed by the principles enunciated in the political and economic agendas (referred to previously in *Summary: Research Question 2*, see pp. 128-134). Indeed the theme of tensions between agendas permeated throughout policy actors' reports of the entire policy process; tensions that continued to emerge from the lack of congruence between the acknowledged problem and the identified strategy (see to Code-webs 1 & 3, see pp 112, 166).

In this instance of policy, individual school factors—for example, processes used to select the Key Teachers, leadership practices and structures, and the status and credibility to which the Key Teacher could aspire—appeared to be factors in the reported successes derived from participation in the KT(BM) Program.

The Key Teacher at School 6 had taught previously for less than two years at each of ten different schools. He had, however, been teaching for four years at School 6 where he

had been appointed as an AST1 the same year he became Key Teacher. While most policy actors acknowledged the political motives behind this policy, and notwithstanding school-based policy actors' accounts of implementation in a confused and under-resourced policy context, School 6—as revealed by the reports of its three policy actor participants in this study, the Key Teacher, the *Other Teacher*, and the principal—reported being able to establish resilient processes and structures underpinned by internal resources and commitment that enabled it to capitalise on opportunities provided by the KT(BM) Program.

While the Education Department memorandum to Principals and District Superintendents highlighted the crucial role that networking should play in implementation, there was little confirmation that this had eventuated. When a form of networking had occurred, it appeared to be an initiative of an individual rather than as a consequence of a formal process. Evidence of opportunities to focus on developing the capacities of the school community was not apparent.

Most participants typically reported a lack of time during both the professional learning sessions and implementation in their schools. Time—first, to disseminate the Program at staff meetings, in-school professional development sessions, with students or with parent groups; and second, to engage in a model of implementation, for example, peer coaching—was not resourced. Accounts from the *Other Teachers* generally confirmed that little dissemination or communication about the Program had occurred. Time certainly appeared to have been a factor with respect to the capacity of individual schools to provide internal school resources at short notice particularly in the first year of the Program.

It is questionable that the trajectory of this policy followed a path that led to optimum implementation. While the direction for the Program in secondary schools was clear, albeit with the tensions between political and educational agendas, it was the matter of time and timing that appeared to be most problematic to many of the participants. It had become evident to most participants in the process that there had been scant regard to

matters of timing of the different phases of the policy (Figure 6-3, p. 145). The examination during this study confirmed that the problems emerged during a considerable period—at least two years prior to the Minister’s announcement—in which *issues were identified*, with subsequent, and in part, concurrent *policy analysis*, identification of *policy instruments*, *consultation* and *coordination* occurring during the year preceding the Minister’s announcement of the KT(BM) Program. Once the *decision* to implement the policy was made, initial *implementation* with teachers occurred on several occasions during the two years in which the KT(BM) Program was conducted. This implementation amounted to eleven days of professional learning sessions and several meeting of either the Reference Committee or the local Planning Committee the latter of which comprised several Reference Committee members and the local facilitators. The researcher was advised that evaluation of the Program was not undertaken by the Department and, given that subsequent training programs were predicated on successful outcomes from the “first” program, it became evident early in 1995 that there would be no subsequent professional development courses. Consequently the need to evaluate the program had evaporated.

It became evident that the *policy decision* was made subsequently to *issue identification*, *policy analysis*, *identification of policy instruments*, *consultation*, and *coordination*. The revelation substantiated in Hansard, that in late August 1994 an amount of money had been identified and kept in reserve for an unnamed “pilot program”, raises the question of whether decision-making preceded, and rendered redundant, some of these policy phases. From what the Minister stated in late August, 1994 (Hansard, see Appendix F) it appeared that the TEC’s report to the Minister, which was completed in July 1994, had been passed to the Education Department for its response. The Department’s response was undated. The tenor of the response, however, suggests that the response was prepared some time during 1994 after the Department had received the TEC’s report. The response reflected the need to identify a strategy that could be implemented for no more than the amount of money named by the Minister in Parliament. Indeed, the timing of these phases—*policy analysis* and *policy instruments* could be established; the Education Minister stated:

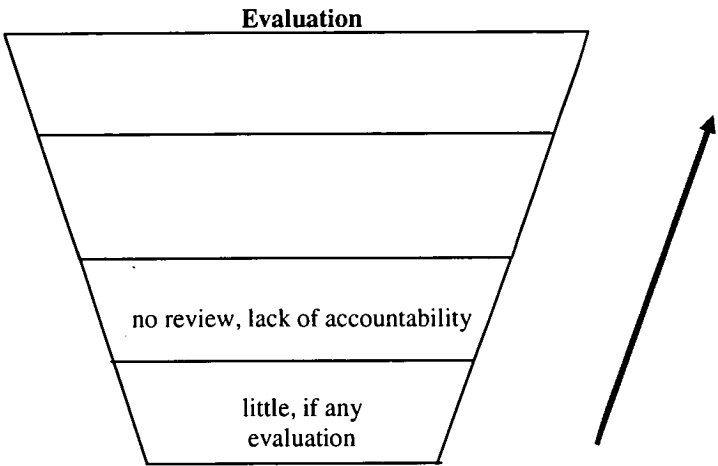
We have not as yet determined what form that pilot project will take, but the funding is there because the need has been identified. (Hansard, Appendix F, p. 3)

Moreover, most of the *consultation* that occurred—that is, the consultation that acknowledged the realities of the problem and policy actors’ rival interests and agendas (emphasised by Bridgman & Davis, 2000, pp. 28-29)—appeared in the instance of this policy to precede identification of *policy instruments*. The apparent timing of these phases may offer insight into teachers’ observations that they were not consulted. In the instance of this policy, the consultation that occurred appeared not to acknowledge, or to draw on, the expertise of those who would be implementing the policy in the field—in this context, the Key Teachers—so as to improve, refine, or harness support of those who would be required to implement the policy. This point is elaborated in the interrogation of Research Question 4.

In any case, there was little evaluation of the professional development session—participants were asked for feedback only after one specific session—and there were no formal opportunities for teachers to provide feedback at any stage while they were implementing the KT(BM) Program in schools. Perhaps it was recognised by the Department that evaluation would serve no useful purpose because it became evident shortly after the Program commenced that what was the *first* set of professional development sessions was to be the *only* set. One might ask, why evaluate a program when there would be no chance to repeat it? Someone in the Department must have decided that there would be no benefits to be gained from evaluating a program for which there appeared to be little commitment from policy actors other than those directly involved in the initial set of professional development sessions.

Considerations of the account of this policy offered potential insights that may have benefited future policy processes if, in fact, the intention had been to learn from the experiences reported by the KT(BM) Program participants. It is difficult to escape the idea that the policy in this instance was “symbolic”. Absence of evaluative processes became starkly evident in the *evaluation* segment of Code-web 3 (Figure 6-9, p. 175).

Figure 6-9 The ‘evaluation’ segment of Code-web 3



Research Questions 1, 2 and 3 were designed to examine a policy’s trajectory: during the time the policy originated through to implementation at the time the professional development session and one year thereafter. Chapter 7 focuses on an opportunity to conduct an analysis of data from a retrospective phase approximately three years after the second year of implementation of the KT(BM) Program.

Chapter 7 Results – Research Question 4

Introduction




The results of the study that relate to the fourth of the study’s research questions—*What insights into the policy process with potential to influence future policy processes were reported by policy implementers?*—are presented in Chapter 7. These results are shown in order to provide the reader with some insight into policy implementers’ views of the policy process several years after the conclusion of the professional development sessions. Therefore data derived from school-based policy actors are examined in Chapter 7. Additionally, in order to present a representation of the policy context into which the KT(BM) Program was implemented, and after analysis of data suggested a demanding policy context in schools, data were gathered from an Education Department publication. Accordingly the data presented were gathered from:

- 7-1: Interviews and questionnaires with school-based policy actors
- 7-2: An audit of policy documents published by the Education Department

To conclude Chapter 7 emerging themes that traverse the range of data sources are listed.

Figure 7-1 Chronology of data gathering, during the retrospective phase, from the Education Department policy audit and from interviews and questionnaires with school-based policy actors

pre-implementation phases			implementation		period subsequent to KT(BM) Program			
1992	1993	1994	1995	1996	1997	1998	1999	2000

Key:  KT(BM)P training  policy audit  data gathering from policy actors

Note: references to policy phases in Figure 7-1 and subsequent figures in Chapter 7 are based on the Australian policy cycle (Bridgman & Davis, 2000)

7-1 Interviews and questionnaires with school-based policy actors

Subsequent contact, that is, following the regular annual contact, with many of the participants in the study raised issues and posed questions that facilitated the retrospective data gathering phase that was conducted in two parts during 2000. The first and second parts of the retrospective contact comprised participation in an individual telephone interview (teachers-2000/4a; principals-2000/2a) and subsequent completion of a questionnaire (teachers-2000/4b; principals-2000/2b). All seven Key Teacher study participants agreed to involvement in the first part of the retrospective contact (2000/4a) that comprised an individual telephone interview in which questions asked related to three major foci: first, KT(BM) Program materials embedded in school practice; second, the Key Teachers' retrospective views of participation in the KT(BM) Program; and third, their considerations of aspects of the professional development sessions that they would either maintain or change if they were to have a role in planning for a hypothetical identical program.

Overall, the reports of institutionalisation of aspects of the KT(BM) Program in schools' practices were unremarkable. Four Key Teachers reported no enduring changes resulting from the Program. A comment offered by one of these teachers suggested the speed of the policy process may have impeded the school's planning for implementation of the KT(BM) Program.

If the Program were to be offered for the first time in the future we would choose to be involved but it all happened so quickly. The school needs to be better prepared.
(KT5, I, 2000/4a)

The Key Teacher from the school in which the most successful implementation was reported provided a specific example of continuing benefit; the school's "bullying and harassment [policy that had grown] directly out of the KT(BM) Program" (KT6, I, 2000/4a). Moreover, KT6 reported that information about the bullying and harassment policy had been shared with other schools.

Two Key Teachers, when presented with a scenario in which there was a hypothetical first-time offering of the KT(BM) Program, pointed to the influence of internal school issues—staff configuration and support of principal—on their views of the potential worth of undertaking the Key Teacher role in the future. Indeed these two teachers expressed reservation about choosing to be involved in the KT(BM) Program (KT1, KT2; I, 2000/4a). The Key Teachers from the other four schools agreed that they would choose to be involved (KT3a, KT4, KT5, KT6; I, 2000/4a).

Time for purposeful preparation in schools was at the heart of many participants' comments. Improvements to the policy process offered by three of the Key Teachers were focused more on preparations that schools might undertake prior to participation in the professional development sessions rather than changes to the content of the professional development sessions. For example, one teacher emphasised the importance of implementation processes that both capitalise on schools' current progress and take strengths and weaknesses into account—"working from where schools are at"—and that incorporate a process through which schools assess and complete preparations. One strategy suggested by this teacher was for small group research and sharing of findings, to enhance schools' readiness to participate in implementation: "more work at schools first...[to gain] collegial support of teachers [for the implementation]" (KT1, I, 2000/4a).

Working where teachers *are at* was a central concern for another teacher who commented that the active engagement of school-based policy actors to enable input prior to expecting them to implement a policy occurred would enhance successful implementation: "Key teachers can play an integral part in leading professional development" (KT2, I, 2000/4a). Finally, this teacher stated that the Education Department's requirement that schools negotiate their goals with their school communities—in the process of achieving a Partnership Agreement—should be acknowledged in the process of introducing new policy initiatives.

Similarly, possible consequences of the speed at which the policy process occurred were highlighted by a different Key Teacher who identified aspects of implementation on which there had been little emphasis by the Department or schools. This teacher identified the need for a policy context characterised by support for schools to establish structures and processes to enhance implementation:

There needed to be more solid agreement for schools as to support...the process [was] not taken seriously...[time to] set up some sort of steering committee...if the work is not supported you lessen the chances of support [for the Key Teacher]....active “supervision”...once a month I met with the principal, a parent representative, another teacher...[different] stakeholders. (KT6, I, 2000/4a)

Study participants who participated in the second part of the retrospective contact (2004/b) were invited to complete a questionnaire in which an overview of the process that occurred in the KT(BM) Program was presented for their comment (see Appendix C, Item C4 for the wording of this document). Participants were invited to provide feedback, for example, about strategies for consultation or inclusion of their views, and to provide their opinions about policy implementation both prior to and during school-based implementation with respect to resource provision, policy timeframe, and opportunities to provide feedback and input related to policy development and policy implementation in the instance of the KT(BM) Program. It is noted that the respondents who participated in this phase of the study were those who had related accounts of the policy’s trajectories that were more positive, rather than negative, in the third contact (RQ3 results).

Subsequent to the Minister’s announcement of the professional development sessions, a KT(BM) Reference Committee was appointed. Study participants were asked if consultation with teachers in schools was needed at the time the Committee was formed, either through representation at the meetings or some other type of consultation. All four teachers believed that consultation was necessary at this stage of the process. Three teachers believed that teacher representation in some form or another at the meetings was essential (KT3a, KT6, OT6, Q, 2000/4b). One of these teachers emphasised the

importance of engaging teachers: “consultation is being *told*, representation is being *listened to*” (KT6, Q, 2000/4b, emphases in original).

One participant highlighted the crucial role of sufficient provision for the initiative; this teacher linked failure to make adequate provision with the widespread perception that the political motive underpinning the Program placed the credibility of the Key Teachers and the Program in jeopardy:

As with any “special” position, their credibility with colleagues is “on the line” and they need to perform from “day one”. *Some* colleagues may have seen it as a cynical political exercise. (OT1, Q, 2000/4b, emphasis in original)

The link between input and subsequent ownership was emphasised by another teacher: “Unless teachers feel that they have an input into planning they are unlikely to ‘get on board’” (KT6, Q, 2000/4b).

Another participant noted a difference between opportunities for input, direct and indirect, and highlighted the potential enhancement of the policy process offered by teachers’ direct input:

Teachers are one of the key stakeholders and—while their views, concerns etc. would have been indirectly incorporated by the TEC [Tasmanian Education Council] and Education Department—direct consultation with them *involves* them and may “unearth” other issues, strategies etc. unenvisaged [sic]”. (OT6, Q, 2000/4b; emphasis in the original)

Three respondents indicated their preference for a specific mechanism to ensure teachers were consulted (KT3a, KT6, OT6; 2000/4b). The way the consultation process had occurred meant that teachers would have been included only if they were made aware of the existence of the TEC’s Discussion Paper (TEC, 1994a) and if they had actively sought to be part of a staff response. One of these teachers’ comments may have highlighted the issue of teachers’ untapped expertise and the perception that increased external support for schools was needed:

Each school would have its strategies in place. I think teachers need to know there will be *real* support from beyond the school when all school efforts have been exhausted re particular students. Rather than have to suspend we would like some process beyond this — teachers *may* provide some ideas in the positive” (KT3a, Q, 2000/4b; emphases in the original).

The lack of resources and time provision to support the Key Teachers’ performance of their Key Teacher roles highlighted, for three teachers, issues of the likelihood that the others would attach little importance to the Program, and of the associated opportunities to enhance management of students’ behaviour. Related to the perceived credibility of the KT(BM) Program and of the Key Teacher role, one teacher noted the importance of “time to manage appropriately ...not [simply] ‘bandaid’ efforts” (KT3a, Q, 2000/4b).

Two teachers claimed that it was essential to have time to identify links between the priorities articulated at system level and the school’s goals. About this assertion, one of these teachers commented: “self-evident!...or should be” (OT6, Q, 2000/4b). A third teacher adopted a difference stance: “the priority was/is already evident” (KT6, Q, 2000/4b). The identification of a school priority prior to the opening of the policy window meant that School 6 was in an advantageous position to take up the Program. This teacher’s response, indeed, parallels the tenor of his typical responses throughout all data gathering phases.

The provision of evaluation mechanisms was explored in the questionnaire. The teachers indicated the importance in their view of having the opportunity to provide feedback, about their suggestions for enhancing policy development and implementation, during a policy evaluation phase. For example, the observations of one teacher pointed to the lack of opportunities for Program participants to provide any formal feedback: “there was very little opportunity to feedback anything. In [named District, it] was all informal” (KT6, Q, 2000/4b).

This teacher identified several influences on his own initiatives or on support within School 6 that reportedly endured for several years: networking he initiated and worked to sustain; internal school resources used to cover his absence; the school’s provision of

opportunities for him to perform a Key Teacher role; communication about the Program with, and support from, the school's parent group; and the use of funding for a new and related initiative (as described in Section 6-3, p. 143) to support his performance of the Key Teacher role.

Networking is still occurring...with teachers I met [at the professional development sessions]...the principal and AP [assistant principal] were really supportive. They saw an opportunity to train someone and delegate. Not once was I hassled about being out of the school. [I received] parent community support to attend a conference....We held parent/teacher forum nights: I spoke to community groups....The teaching/Key Teacher model [in which part of my load is officially apportioned to Key Teacher role] still existed at the end of 1999 [when KT6 left the school]. When the [subsequent initiative] was introduced I was appointed to that position. (KT6, I, 2000/4)

In addition, during the retrospective phase, school-based policy actors raised issues including the need for first, more information to be disseminated to schools about the KT(BM) Program; second, more time and resources during and subsequent to the training sessions for professional development and Program implementation in schools; third, classroom teacher representation on the KT(BM) Program Reference Committee; fourth, opportunities to learn about *new* strategies and programs during the professional development sessions; fifth, opportunities to plan for sustaining the Program through networking; and finally, provision to evaluate the Program.

Some schools had chosen to employ one of two different models of two-teacher operation for their KT(BM): either a consecutive model, in which the two teachers each participated for one year of the professional development; or a concurrent model, in which two teachers participated in the same sessions. The two principals who participated in the retrospective phase of this study, PP3 and PP5, were the principals in the two schools that employed either the consecutive model or the concurrent model (School 3 and School 5 respectively). The importance of a team approach to implementation was noted by the two principals in their responses about a hypothetical opportunity to be involved in a similar program. Additionally, Principal 3 commented that with hindsight he would have chosen a model in which one Key Teacher took “an overall view” (PP3, I, 2000/2a).

One principal highlighted the importance of any policy implementation strategy being “clearly defined” and that the implementation strategy should not represent a “deficit model” in which teachers’ skills and expertise were being criticised (PP3, 2000/2a). The other principal reported “significant change over five years” and that “more staff [were] taking responsibility” for behaviour management in their classrooms (PP5, 2000/2a); School 5’s Key Teacher previously (RQ3 results) had reported eventual recognition and opportunity to lead in behaviour management practice in the school. This principal added that while the KT(BM) Program had helped with teachers’ development of preventative strategies it was not the only influence. He emphasised that with hindsight he would have supported his school’s participation in a KT(BM) Program offered for the first time: “definitely...always a need to revisit [this issue]” (PP5, I, 2000/2a). Principal 5’s comments about the Key Teacher model, however, centred on the concept of a team of teachers: “we would need to have a couple of people involved but a team back at school to ensure continuity”(PP5, I, 2000/2a). The concept of a team to lead change echoed perceptions of other policy actors (see Section 6-3, p. 149-150, 158-161 in particular).

7-2 An audit of policy documents published by the Education Department

During the period the retrospective phase was conducted the researcher became aware of a policy document audit pertaining to Tasmanian Education Department schools. This document contained in tabular form the policies, guidelines, instructions and support documents published by the Department (DECCD, 1997). For the purposes of this study the document was checked to obtain a view of the number and type of documents that the Department had required school personnel to understand, observe and/or implement during 1994 to 1997:

- 1994, the year prior to the Minister’s announcement in order to gain an understanding about the policy context that schools would be managing just prior to KT(BM) Program implementation;

- 1995 and 1996, the two years during which implementation of the KT(BM) Program was commenced by the Department, in the form of the professional development sessions, and by schools in the form of transference of learning by the Key Teachers; and
- 1997, the third year of KT(BM) Program implementation and the first year without the possibility of accompanying momentum of the professional development sessions.

Table 7-1 provides an overview of the Department's policy document audit.

Table 7-1 Audit of policies, guidelines and instructions listed by the Education Department during 1994-1997

Year		Policies	Instructions	Guidelines	Support Documents	Total
1994		8		33	31	72
1995	KT(BM) Program	5	1	7	11	24
1996		6		11	23	40
1997		2	1	6	5	14
Total		21	2	57	70	150

The result of the audit of policy documents points powerfully to the overloaded policy context in which the KT(BM) Program was implemented. Of the 150 documents listed encompassing the period from 1994 to 1997, 72 were introduced by the Education Department in the year prior to commencement of the KT(BM) Program implementation, 64 were initiated during the two years of the KT(BM) Program, and 14 were launched in the following year.

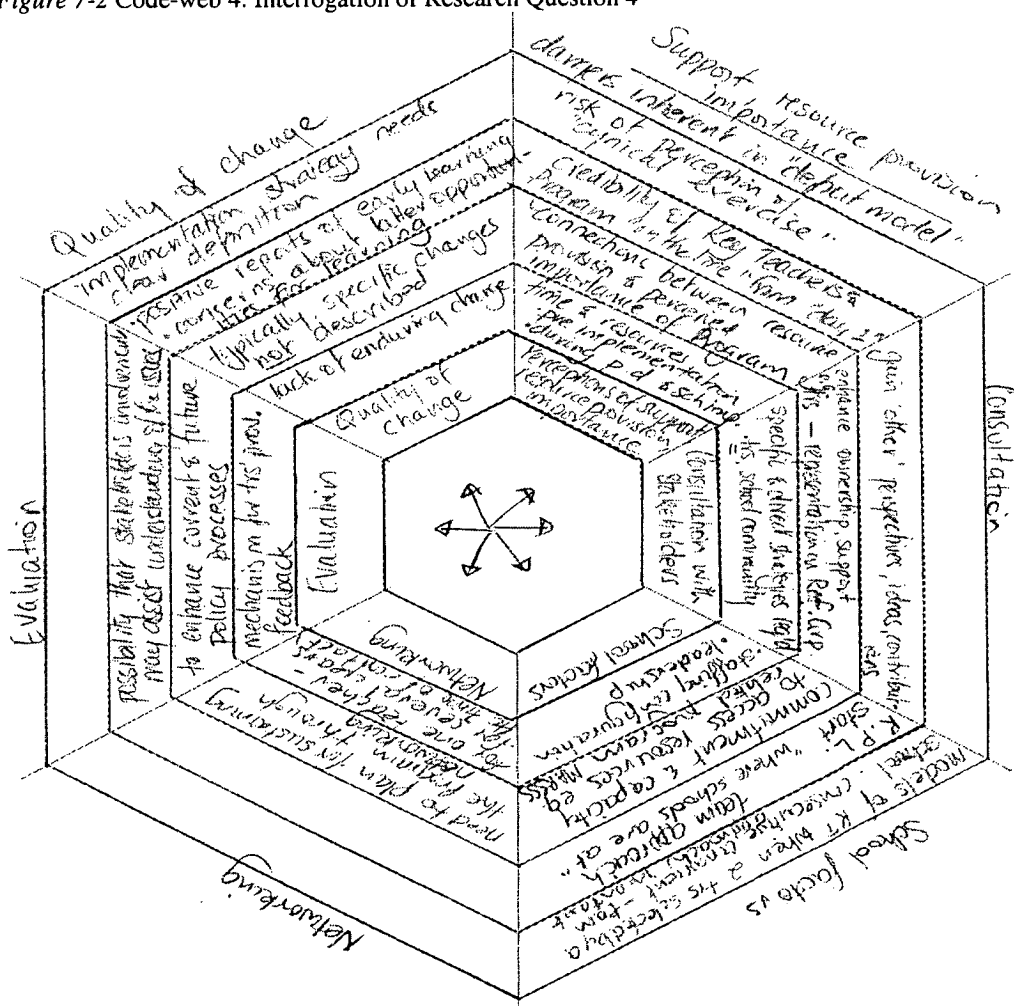
Summary: Research Question 4

The opportunity to embark on Research Question 4 established an opportunity for gathering data that emerged a few years after the initial implementation of the policy in the form of the KT(BM) Program. Accordingly, themes that emerged from an analysis of the data gathered for Research Question 4 predominantly were ideas that already appeared in Research Questions 1 to 3. Undertaking the interrogation of Research Question 4 afforded the researcher an opportunity to piece data together in a more

overarching manner; similarly to the opportunity for study participants to report their views of the entire policy with the benefit of hindsight.

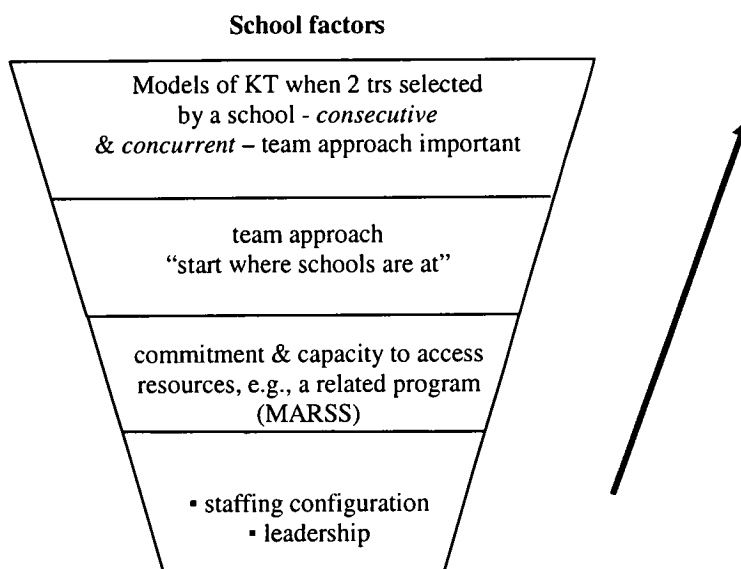
Themes that emerged from the sources from which the data were gathered are presented in Figure 7-2 in Code-web 4 (see also full-page figure in Appendix D, Item D6). The final Code-web is presented in a style similar to Code-web 3; one data source is represented, that is, school-based implementers. Accordingly, each segment represents major themes that emerged from the analysis of data gathered for research Question 4. Radiating from the centre are the six themes—quality of change; perceptions of support, resource provision, and importance; consultation; school factors; networking; and, evaluation.

Figure 7-2 Code-web 4: Interrogation of Research Question 4



It is possible to select any one segment, for example, the *school factors* segment (Figure 7-3) and by reading out from the centre the reader is presented with a brief description of the essence of the agenda analysed from data gathered from school-based personnel. In each segment the comments adjacent to the centre of the code-web are key ideas developed in subsequent comments placed nearer to the perimeter.

Figure 7-3 The ‘school factors’ segment of Code-web 4



In this segment “staffing configuration and leadership” was perceived by participants to affect “commitment and capacity to access resources, e.g., the new and related program”, schools’ capacities to identify where they “were at”, and schools’ use of a “team approach” in their individual school implementation. Two examples of a team approach included models—consecutive and concurrent Key Teachers—of the Key Teacher model implemented by two of the schools in this study.

The audit of Tasmanian policy documents presented a picture that reflected Macpherson’s (1997) description of a context in which there was a surfeit of policy documents. The KT(BM) Program launched without provision of time and resources would have to compete with many other initiatives in an adverse policy context (see Table 7-1, p. 184).

In the instance of the KT(BM) Program initiative, it was established that implementation had to occur against a confused policy backdrop. Several outcomes were witnessed. A lack of enduring change typically was noted by the study's participants accompanied by their reports of a paucity of reported specified outcomes from implementation of the Program. Participants made specific reference to several aspects of support: first, in the form of time to establish appropriate structures and processes to enhance dissemination and accountability; and second, in the form of resources to facilitate performance of the role in individual schools. The importance of a perceived connection between resource provision and the apparent importance of the Program by the policy actors who apportion resources was noted in some responses.

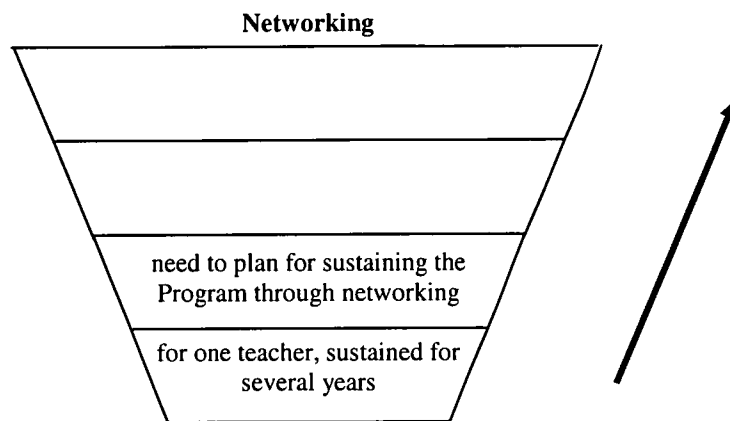
In this study, participants made reference to the crucial role of ongoing communication with teachers in obtaining the unique contributions they might be able to offer. The importance of communication and expertise became evident in Code-web 4 (Figure 7-2, p. 185). Indeed, participants reported the need to make the policy process increasingly inclusive; their comments emphasised a bottom-up policy process. Participants reported that facilitation of communication during this policy process would have offered opportunities to enhance teachers' ownership of the change to be implemented. They noted the importance both of being provided with information and of communication with the school community about the policy.

The *school factors* segment of Code-web 4, presented in Figure 7-3 (p. 186), pointed to several issues, for example, leadership, staffing configuration, identification of links between school's current practices and the new policy, commitment to reviewing and adjusting allocation of internal resources. In this instance of policy, participants' observations reflected the important role of school leaders in enabling collaborative activity, and in establishing structures and processes to facilitate dissemination and accountability. Key Teacher 6's comments about the support he gained from regular opportunities to work collaboratively with a range of stakeholders—he made reference to the principal, teachers and parents—reflected a school context in which it was likely that a unity of purpose was evident.

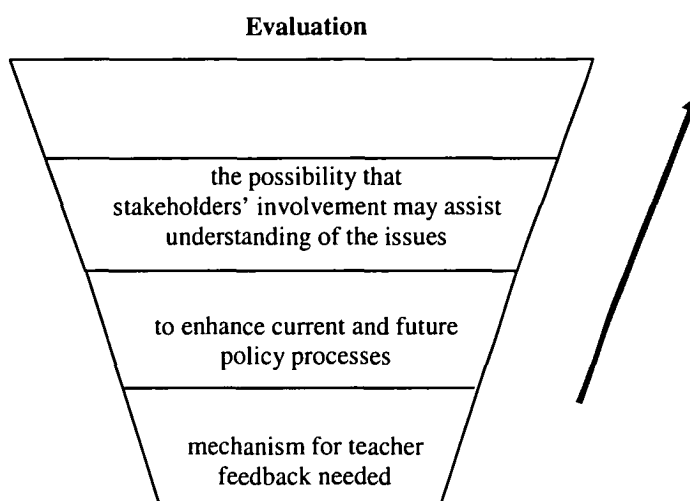
The Key Teachers spoke in favourable terms of the potential power of networking with other Key Teachers although they lamented insufficient support for sustaining a network beyond the period of the professional development sessions (as envisaged in the summary of Research Question 2 including Table 5-1, pp. 128-134, p. 131 respectively).

Code-web 4 illustrated the importance of *networking* to the participants in this study. The *networking* segment is presented in Figure 7-4.

Figure 7-4 The ‘networking’ segment of Code-web 4



Evaluation was another segment of Code-web 4 that came to prominence during data analysis. This segment is presented separately in Figure 7-5 (p. 189). School-based policy actors’ comments revealed their preference to have opportunities to provide formal input prior to and during implementation. In several instances teachers believed their contributions might offer substance to enhance the policy process. Additionally, in this study, teachers expressed the importance of taking account of needs of schools and teachers and the enabling of ongoing dialogue about the content and progress of the sessions in the planning of the professional development sessions.

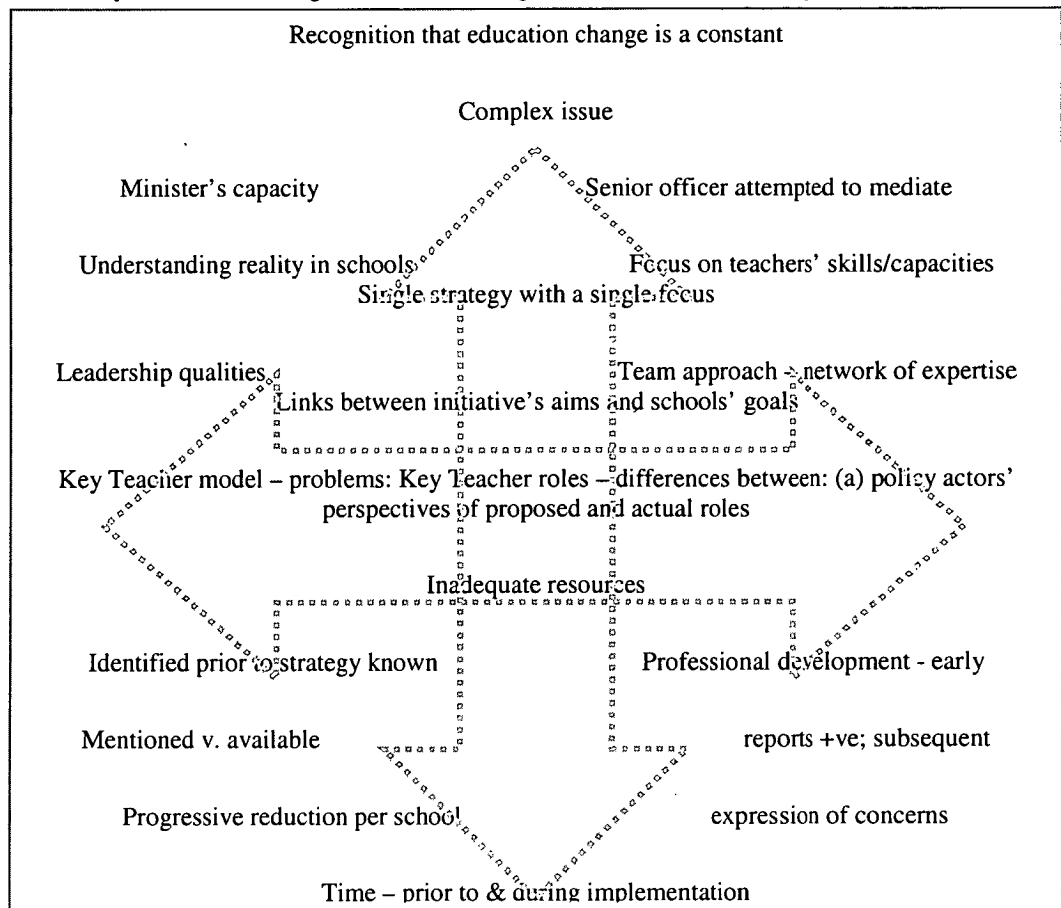
Figure 7-5 The ‘evaluation’ segment of Code-web 4

Overall summary: the four research questions

In a context in which there were many policies competing for the attention of policy actors, competition between political and education agendas underpinned the development of the instance of policy on which this thesis focused. Figure 7-6 (p. 190) illustrates the key themes that emerged from the interrogation of the four research questions. It was clear in this study that these themes were interdependent and that they emerged against competing political and educational agendas and that there were tensions (represented by the two-headed arrows) brought about by competing policies in a confused policy context.

The early policy trajectory most likely had drawn public attention to the Ministers' capacity to manage this aspect of his portfolio. The KT(BM) Program was designed to address an issue embedded in the social context, the complexity of which was acknowledged by all policy actors. Despite this wide recognition the response prepared by the Education Department included a proposal, for which detail and costing was calculated, that the Minister announced: a single strategy with a single focus that converged on teachers' skills.

Figure 7-6 Key themes that emerged from the interrogation of the four research questions



The influences on, and the effects of, the trajectories of this policy included the following factors, which although presented as a list, undoubtedly exhibited some interconnectedness between two or more items:

- one policy actor achieved a shift of focus on whose capacity was in question;
- uncertainty about the order of decision-making particularly with reference to budget allocation and identification of the strategy;
- apparent undertakings (rhetoric) and actual conditions (reality);
- a complex issue was met with a simple strategy;
- the professional development sessions – initial positive reports and eventual concerns;

- the reported effects of inadequate resources and the attendant paucity of time;
- the Key Teacher model and perceptions of the Key Teacher role;
- networking – articulated important not realised;
- the diverse outcomes reported in individual schools and possible and probable influences;
- no evaluation of the policy process and of the professional development sessions.

Chapter 8 Discussion

Introduction

In Chapter 8 the broad themes derived from each of Chapters 4, 5, 6 and 7 for Research Questions 1, 2, 3 and 4 respectively are reviewed. There is an examination of how the extant theory has been supported, illuminated, corroborated, extended or challenged. In many instances the analysis of the rich data gathered during this study typically has resulted in illumination and corroboration of previous research and the extant literature.

The themes are listed in Table 8-1 in conjunction with the research question/s in which they appeared to play a major role and the Section in which they are discussed.

Table 8-1 Broad themes that emerged in Research Questions 1-4

Theme	Research Question				Section of Chpt 8
	1	2	3	4	
influences of context & a range of policy actors					8-1
simple solutions for complex problems					8-1
tensions embodied in the policy					8-5
intensification of teachers' work					8-2
need for change increasingly recognised					8-2
time, timing					8-5
teacher-learning & classroom implementation					8-3
support for change					8-3
a policy process to enhance implementation & outcomes					8-3
overloaded policy context					8-5
treatment of teachers, mutual respect, consultation					8-5
networking					8-5
school culture, leadership					8-5
key teacher model					8-4
ineffectiveness of many reform efforts					8-4
evaluation					8-4

Key  theme that emerged in one RQ  theme that emerged in two or more RQs

Section 8-1 pertains to Research Question 1, Section 8-2 pertains to Research Question 2, Section 8-3 pertains to Research Question 3, and Section 8-4 pertains to Research Question 4.

Several themes emerged during analysis of two or more research questions; their influence was such that it appeared they underpinned other themes that emerged subsequently. *Tensions embodied in the policy process*, for example, which had surfaced during the time the problem of inappropriate student behaviour initially appeared in the print media and Hansard, continued to influence the policy process, as revealed by the senior officer, particularly during the design of the professional development sessions and associated resource allocation. Accordingly these themes are explored in Section 8-5.

8-1 The discussion related to Research Question 1

Describe the trajectory of the policy that led to the announcement of the Key Teacher (Behaviour Management) Program.

Section 8-1 discusses the major themes identified in the detailed results presented in Chapter 4 and reviews these in light of the literature reviewed in Chapter 2 (see Section 2-1, pp. 29-39).

Influences of context and a range of policy actors

Political and economic circumstances increasingly influence educational agendas (Poppleton & Williamson, 2004; Proudfoot, 1998). This study witnessed a range of political and economic conditions that influenced the context and policy actors' actions. It is not possible, however, to entirely separate the contextual influences from the influences of policy actors; people's actions are interdependent on the actions of others, events of the time, and the situation (Ball, 1994b; Tyack & Cuban, 1995).

More specifically, it was evident that a range of policy actors, including members of the public, were concerned about inappropriate student behaviour and saw the need for action to address the problem. The development of an “appropriate public climate” (Helsby, 1999, p. 24) was characterised by public engagement with the discourse about student behaviour. Members of the public assert an entitlement to have their voices heard in matters relating to schooling and education (Caine & Caine, 1997); one powerful conduit for public opinion is the print media (Bridgman & Davis, 2000; Good, 1996b). The results of this study, consistent with the literature, confirmed that policy actors—opposition political party members, the teachers’ union, individual school-based personnel, parents, representative groups of both parents and school personnel, and, to a small extent, students—located the issue of inappropriate student behaviour firmly in the public view by means of achieving print media coverage. This expression was consistent with concerns about student behaviour reflected in the literature at the time of the study, and currently (Calderhead, 2001; Corcoran, 1990; Gardner & Williamson, 2004).

When public pressures emerge across a broad front on the political landscape (Rist, 2000) there is generally a heightened demand on the individual government minister to take over policy direction (Dudley & Vidovich, 1995). In this study, political turbulence was evident and most likely contributed to the pressure on the Minister to announce a solution. The tendency to find resources and decide upon strategies in order to respond *after* a problem has emerged, rather than taking action before circumstances reach problem status, is characteristic of the liberal democratic state and of the structures that fragment it (Harrop, 1992). In this instance of policy development the problem was contested in the public arena for a considerable time, at least one year, prior to the Minister’s intervention. Nearly two years passed before a specific strategy was implemented.

Policy actors’ frames of reference underpin the inevitable discord between policy text and policy enactment (Ball, 1999; Tyack & Cuban, 1995). Parkay and Damico (1993, see Appendix A, Table A2) referred to the disparity between articulated and actual policy. Throughout Chapter 8 this inconsistency emerged in several forms, particularly

in the *tensions embodied in the policy process* (Section 8-5) that would arise. In this study, the analysis of the accounts of a broad range of policy actors pointed to the probable emergence of multiple perceptions that would beleaguer the policy's trajectory.

For example, the Minister for Education had stated that the Key Teachers would be "specially trained to handle student with behaviour problems" using a team approach in which "at least three people equipped to deal with inappropriate student behaviour" (Government of Tasmania, 1995, p.1). This position indicated an approach in which a small group of experts would "deal" with students.

The Education Department, though, subsequently had acknowledged the importance of individual teachers' expertise and that it would be "important for this program to be coordinated with the work that is already being done" (DEA, 1995, p.3) in schools and districts. The Department memorandum contained reference to several possible roles for the Key Teachers. A definite statement contained within it, however, was that it was "anticipated...that the key teachers would *not* be given the task of disciplining the worst behaviour problems in the school, unless of course this was already part of the role of the teacher" (p. 3, emphasis added). The Department's stance implied that school practices current at the time of implementing the KT(BM) Program would, of necessity, influence the work of the Key Teachers who would typically undertake a resource role with colleagues.

Comments from the Key Teachers indicated that while their roles centred on providing resources they became increasingly a point of referral for students with behaviour problems. The Key Teachers' reports were characterised by the variation in policy trajectory in schools. This was typified in two Key Teacher's reports. One Key Teacher had reported: "were concerned about our [their] roles but in the end maybe not a lot of people probably knew we were out of our school at the Program...at school opportunities are very limited...very difficult to get things back into the school" (KT5, I, 1995/1). In contrast, a second Key Teacher had stated: "The school let me decide what I

would do...consultant, working with first year teachers and working in more with the Guidance Officer and Social Worker (KT6, I, 1995/1).

Simple solutions for complex problems

In a context of competing agendas, complex social problems typically are addressed politically by simple solutions (Sikula, 1996; Spillane et al., 2002) implemented by a single agency (Howlett & Ramesh, 1995). The results of this study attested no deviation from this trend. Responses to the TEC's draft paper came from principal, staff and community groups from all levels of government schooling, a range of district support staff, union, administrative and professional associations, and student bodies. While these contributions were not in the public domain, they added to the message conveyed to the TEC and the Education Minister and confirmed the print media reports, articles and editorials. That inappropriate student behaviour was a complex matter and necessitated a multifaceted strategy appears to have been too great a conceptual challenge for the political resolve.

Consequently the call for a comprehensive approach contrasted with the political need for a response that could be implemented quickly and easily thereby confirming evidence in the literature (e.g., Steinle, 1982; Dery, 1984). While a multi-department solution might have offered the potential for the implementation of a wide-ranging strategy, issues typically would have arisen about responsibilities, control and leadership. A quick and easy strategy would be best implemented by one government department, in this instance, the Education Department. Whether a simple strategy would attract sufficient resources to enable worthwhile change is examined in *Support for change* in Section 8-3. Accordingly pressure was most probably on senior officers of the Education Department whose task was to find a reasonable solution (e.g. as described by Kingdon, 1995).

The Minister, once he had announced the initiative, no longer bore responsibility (e.g., comparable to the way described by Knight and Lingard, 1997). The responsibility was transferred to the senior officer and probably exemplified by her experience of

contradictions between her understanding of the political agenda while being influenced by the educational agenda (e.g., similar to the way described by Spillane et al., 2002). Social problems are frequently viewed in terms of changes that should occur in schools, the curriculum, and pupil-teacher relations (Knight & Lingard, 1997); in this instance of the policy process there was no departure from this theme.

Tensions embodied in the policy quite probably stemmed from the mismatch of solution and problem. Their emergence and influence across Research Questions 1 and 2 is discussed in Section 8-5.

8-2 The findings related to Research Question 2

Describe the development and initial planning for the Key Teacher (Behaviour Management) Program prior to the implementation of the professional development program with teachers.

Section 8-2 discusses the detailed results presented in Chapter 5 and reviewed in light of the literature reviewed in Chapter 2 (Section 2-2, pp. 40-45).

Need for change increasingly recognised

Policy processes occur in a context in which there is mounting impetus for education change (Churchill & Williamson, 1999). Recognition of the need for fundamental change in education (Cuban, 1988, 2003; Sarason, 1998), however, exists in an environment characterised by a surfeit of policies (Braithwaite, 1993; Maxwell-Jolly, 2000). It was established in this study that schools were facing a deluge of policy documents at the time of this study, particularly as revealed in the analysis of data gathered for Research Question 4 (see Table 7-1, p. 184). The comment made by one principal that “the flow of the Department’s demands makes it very hard to identify and select the Department’s priorities” (PP6, Q, 1997/1) was confirmed in the audit of policy material published by the Education Department (DECCD, 1997). This publication had revealed that 72 documents had been initiated in the year before KT(BM) Program

implementation, and that 64 more documents were released during the two years of the Program.

Additionally it was evident in the print media that early policy trajectory, i.e., *issue identification* (Bridgman & Davis, 2000), was occurring at a time when trends in family circumstances and claims of an increase in incidents of violent behaviour were occurring. Indeed current research findings suggest that changing needs of students and families are factors that continue to influence teachers' and principals' perceptions of changing workloads (Gardner & Williamson, 2004). The print media reports examined in this study indicated that teachers' and principals' perspectives of change were influencing their work in schools; aspects of the changes included reduced teacher numbers and changes in the deployment of some teachers. Although change is unavoidable (Churchill & Williamson, 1999; Geijssel, Slegers, van den Berg & Kelchtermans, 2001), in this study it appeared probable that the sheer amount of change in the Tasmanian context during the early-to-mid 1990s would become problematic during implementation of the KT(BM) Program.

Intensification of teachers' workloads

There is an increasing acknowledgment of exponential growth in professional knowledge about educational practice and a corresponding need for teacher learning (Guskey, 2000; Lieberman, 1994). This recognition occurs in a context of teacher workload intensification (Gitlin & Margonis, 1995; Poppleton & Williamson, 2004). The launch of the policy that was the subject of this study was to be into a context in which political concerns would override many considerations either of the effects of the KT(BM) Program on teachers' previously existing workloads, their professional skills or of communication strategies that would underpin the development of mutual respect. The importance of recognising workload issues that arise from change implementation respectively and the expectation that the teachers' roles can be expanded without provision of extra resources were highlighted by Flinders (1989) and Cohen (1990, see Appendix A, Table A1). It appeared in the accounts from participants in this study that implementation may have suffered from the pressure of schools having to cope with too

many simultaneous priorities. Therefore it would be reasonable to suspect that the amount of change at any one time would add to the challenges of *teaching-learning and classroom implementation* (Section 8-3). Indeed, one principal had commented on “the number of the Department’s demands” (PP3, Q, 1997/1) and another principal had referred to “the flow of the Department’s demands” (PP6, Q, 1997/1).

In the circumstances in this study, *time and timing*, important in optimal circumstances, would be more critical. *Time and timing* emerged across Research Question 2 and 3, and are discussed in Section 8-5. Also examined in Section 8-5 are the importance of the ways in which professional skills (*the treatment of teachers*) are viewed and the importance of communication strategies, particularly in an *overloaded and confused policy context*.

8-3 The findings related to Research Question 3

How was implementation into six school contexts of the Key Teacher (Behaviour Management) Program mediated by: the policy process; the broad context of the Education Department; and the particular schools to which it was transferred?

Section 8-3 discusses the major themes presented in Chapter 6 and reviewed in light of the literature reviewed in Chapter 2 (Section 2-3, pp. 45-61). In this policy context despite, and quite probably because of, the pressures resulting from a centrally-announced policy, Education Department personnel attempted to underpin policy implementation with educational principles (referred to previously in *Summary: Research Question 2*, pp. 128-134). The analysis of rich data from policy implementers offered a window into their perspectives of political and education tensions that influenced this policy’s trajectories. Explicit evidence of these tensions appeared to emerge, for example, in the realm of indistinct communication amongst policy actors, and in particular, lack of consultation with implementers on matters of importance to them. Additionally, implementation of this policy by teachers into schools was hindered by a confused and overloaded policy context in Tasmania.

Support for change

Specific and adequate resources are required to support change efforts (Smyth, 1995; Senge et al., 2000). The importance of support was highlighted in the case studies (see Appendix A, Table A1): for example, Carlson (1985) referred broadly to support, Van der Vegt (1993) specified technical, socio-emotional and operational supports; Cohen (1990) referred to the need for support from policy-makers; Wiemers (1990) found that teachers needed support and nurturing; and Newton (1987) pointed to teachers' own resources. The results of this study highlighted the possible importance of a range of internal school factors; these factors are examined in *A policy process to enhance implementation and outcomes—the trajectory in one school* (final theme, this section, 8-3). The participants' accounts confirmed problems pre-empted by the senior officer; resources were inadequate and no specific resources were provided other than the budget to release teachers for the professional development sessions. References to “window-dressing” (AEU, personal communication, 1995) and “‘bandaid’ efforts” (KT3a, Q, 2000/4b) typified participants' view of ineffective resource provision. The capacity of learning to enhance resilient change, for example, as described by Gitlin and Margonis (1995), was unlikely to occur in this instance; indeed the study participants' accounts confirmed this outcome in all but one school.

Data analysis prior to implementation, either at Education Department level or school level, revealed the issue of procedure with respect to the identification of strategy and budget; in the terms used by Bridgman and Davis (2000), *policy instrument* and *coordination* respectively. It was not possible, in this study, to establish exactly when the KT(BM) Program was identified as a *policy instrument*. However it appeared to have been generated within the Education Department. Any mention of when the Program was first recorded was in the Education Department's response (DEA, n.d.) to the TEC's report (TEC, 1994b, published in July). An amount of money set aside for a pilot project was specified in Hansard (August 26, 1994); somewhere between one to two months after the TEC's report was published, and five to six months before the Minister's announcement. The process of establishing the budget approximated *coordination*

(Bridgman & Davis, 2000); however, it could be established that this process occurred prior to the identification of the strategy.

Whatever the process for identifying the amount mentioned by the Minister in Hansard, it is arguable that this process would not have been undertaken without certainty that the eventual strategy announced could be enacted. Alternatively, it is plausible that the amount of money identified limited the solution, or that the belief that there was no affordable remedy for the issue of inappropriate student behaviour may have influenced identification of a relatively small amount of money. Whichever occurred first—the allocation of the amount of money, or the identification of the strategy— and whatever the reason for this, the scene was set for a simple solution to address a complex problem.

Regarding implementation of policy with teachers and in schools, the provision of time for a range of supports for implementation necessitates adequate resources (Howlett & Ramesh, 1995; Proudfoot, 1998). The provision of adequate time underpins teacher-learning (Hargreaves & Fullan, 1998; Slavin & Madden, 2001), reflection (Conley, 1996; Eraut, 1994; Joyce & Showers, 1995), integration of the learning (Spillane et al., 2000), and the embedment of innovation (Lingard & Garrick, 1997; Maguire & Ball, 1994). In this instance of policy, there was no tangible provision of supports for implementation at school level. Indeed, the comments offered by one of the *Other Teachers* included reference to the importance of sufficient provision not merely to facilitate the Program's success but more so to strengthen the "credibility with colleagues" which was potentially "on the line" and to reduce the likelihood that "*some colleagues*" would view it as "a cynical political exercise" (OT1, Q, 2000/4b, emphasis in original).

The lack of support meant that teacher-learning, other than the initial experiences during the professional development sessions, and implementation in classrooms and the schools, depended, in effect and entirely, on the capacity and commitment of the Key Teachers and their schools. Dellar (1994; see Appendix A, Tables A1&3) found that change was dependent on context and this study's results proposes several facets of

context which may be influential in change. This set of circumstances in combination with perceptions of a “deficit model” of implementation, for example, as expressed by some policy actors—the AEU (Appendix I, Item I2) and PP3, 2000/2a—contributed to the possibility that observers might perceive that schools had failed to deliver what was required.

When schools became responsible for making the necessary arrangements to release Key Teachers from their normal teaching commitments, although they had received approximately one year’s advance notice, some teachers reported the inability even to participate in the professional development program. The jeopardy in which both a program’s reputation and its trajectories in individual school contexts were placed, and the probable reduction of potential for initiating processes and program durability to enhance lasting change, not least through development of networks, were two reported outcomes of insufficient resource provision. In this instance of policy there was no resource provision from outside the schools, and there was little apparent commitment by schools to the identification of internal resources to *sustain* critical learning related to the KT(BM) Program. Possible reasons for the lack of commitment are explored in other themes that became evident subsequently, particularly during the analysis of participants’ accounts in the retrospective phase (Sections 8-4 and 8-5).

Teacher-learning and classroom implementation

Teacher learning has been acknowledged as integral to teachers’ work for more than a decade (Little, 1993; Scribner, 1999); however, exponential growth of professional knowledge (Considine, 1994; Hargreaves & Fullan, 1998) means that this learning is comprehensive. The fundamental role of teacher-learning is to develop their practice and professional capacities (Darling-Hammond, 1995; McCullough et al., 2000); learning must be embedded in teachers’ core work (Fink & Stoll, 1998; Kelleher, 2003) and teachers must be treated as competent adult learners (Burns, 1995). In this study, with the identification of the professional development strategy singled out during the policy process, it is noted that teachers were not averse to the opportunity to learn. Indeed, principals expressed their expectation that their schools’ participation in the Program

would enable the Key Teachers to gain new perspectives about behaviour management and to work more effectively with students.

Teachers' attitudes to learning are influenced by their perception of the value of the proposed learning to their capacity to enhance students' learning (Wiemers, 1990, see Appendix A, Table A1). Indeed, in this study, participants' interest in the possibility of developing additional and new skills became evident immediately the sessions commenced. KT6 had referred to further learning through study (at university) and "improving [his] own skill level (KT6, Q, 1996/2) while KT4 had noted that the "teacher-led and participant-directed" sessions contributed to opportunities "for teachers to learn new ways to work effectively with students" (KT4, I, 1995/1). The teachers in this study appeared to see the relevance of the proposed learning to their capacity to implement more effective strategies, for example as described by Johnston and Hedemann (1994, see Appendix A, Tables 1 & 3). Concern, however, was expressed by teachers that the professional development strategy was the only approach that was resourced by the Government or the Education Department. The teachers in this study did not report positive views either of the single strategy, or of support from the Minister or the Department as an organisation.

The isolating effect of classroom teaching that erodes professional learning opportunities (Frost, Durrant, Head & Holden, 2000; Stoll & Fink, 1996) has persisted for decades (Lortie, 1975). Therefore the provision of professional development sessions away from the pressures of the classroom (Goertz, 1995; Slavin & Madden, 2001) may enhance learning. An observation borne out when in this study, the Key Teachers had expressed appreciation of time to learn with their Key Teacher colleagues in a place other than at school. One teacher had made reference to "off-site locations... [where] you can focus and you don't get interrupted [by events at school] (KT6, I, 1995/1).

The three facilitators noted the prominence placed by the Key Teachers on opportunities for sharing. The Key Teacher participants also commented about the positive experience of working with like-minded colleagues. Furthermore, the collegiality during the

professional development sessions was reported in positive terms; it was in the schools that implementation difficulties were described. There were no reports of the perception of forced or contrived collegiality, as described by Marzano (2003) and Williamson and Galton (1998). However, these comments must be read with caution because individual thinking and learning can be undermined by pressures to think as one (Fink & Stoll, 1998) which may result in promulgation of misinformed thinking and actions (Fullan, 2001).

For more than a decade it has been understood that classrooms are the crucial sites for implementation (Cohen, 1990, see Appendix A, Table A1; Pauly, 1991). It is only through opportunities and support to implement new strategies in the classroom that any new initiative can be realised. Specifically and fundamental to teachers' learning are opportunities to observe others, to practise and to receive feedback (Joyce & Showers, 1995; Fullan, 2001), to construct their own learning (Borko & Putnam, 1995; Timperley & Robinson, 2000), to embed learning in their practice (Pink & Hyde, 1992; Datnow & Castellano, 2000), to contribute to the process of gathering and analysing data to guide improvement in teaching practice (Massell & Goertz, 2002) and indeed to own the change (Burke, 1992, see Appendix A, Table A3; National Board of Employment, Education and Training, 1993). However, the Key Teachers typically reported their inability to implement strategies despite opportunities to share materials and processes with their colleagues. One Key Teacher had cited two reasons: "I'm new to the school, picking up new information....getting our elbows in through the door... there's been no time, we received stimulation and skills...at school opportunities are very limited... very difficult to get things back into the school (KT5, I, 1995/1). Another Key Teacher's view that "a less experienced teacher...would have [found it] difficult...to be involved in leading professional development in their school. (KT2, I, 1995/1) had echoed KT5's view from a different perspective, that of an experienced and well-regarded assistant principal.

A reduction in risk-tasking as described by Hargreaves and Evans (1997) may have been experienced by Key Teachers in this study as a result of excessive pressure exerted by

change agendas, feelings of a loss of power over their own work, and views of other policy actors that teachers should acquiesce to policy decisions made elsewhere. In contrast, a well-constructed new learning experience may transport teachers into new ways of thinking and new paradigms (Eraut, 1994; Senge et al., 2000). Indeed, such a situation may offer opportunities for teachers to critically examine their beliefs and practice (Hickey, 2000; Lieberman, 1995). The type of thinking and behaviour that would most probably support fundamental change would, however, be less likely to occur in a context in which teachers perceived an overload of change and a loss of control over their core work. For example, in the Tasmanian context during the early-to-mid 1990s, an overloaded policy context was evident (DECCD, 1997) and one of the Key Teachers had made direct reference to the politics within his school that thwarted his implementation efforts: “I could do more except for the politics within a large school” (KT5, Q, 1996/2).

Significant learning presupposes that teachers can think critically, indeed that they are encouraged, supported and challenged to do so, so that at appropriate times, they may unlearn and relearn (Conley & Goldman, 1998; Little, 2003). Trust and support are cornerstones of teacher learning (Gitlin & Margonis, 1995; Senge et al., 2000); without the presence of these, critical reflection of practice and theoretical understandings is improbable (Putnam & Borko, 2000; Sarason, 1996). Perhaps the Key Teachers’ comments about *time and timing*, particularly with reference to time in terms of support, may provide an explanation for the rareness of reports about critical reflection occurring during the study.

There was, however, no external resource provision to facilitate teacher-learning in schools. Two of the Key Teacher participants raised issues related to strategies that may have encouraged them and their colleagues to plan for implementation of specific strategies in their schools. One teacher had stated his wish for “a review process...to evaluate [his school’s] SSE processes” (KT1, I, 1995/1) while another teacher suggested that having “homework or tasks to do between sessions to peg the theory to practice and to report back to the group” (KT6, I, 1995/1) might have strengthened implementation.

The latter suggestion may have been difficult to enact given the variety, for example, of the Key Teachers' school roles, and their credibility with colleagues; nonetheless, these comments pointed to these two teachers' need for more input during the professional development sessions to support implementation in their school. In any case, these two Key Teachers were identifying needs and concerns they perceived in the form of specific strategies they thought might assist their learning (for example as described by Haughey et al., 1993; Zigarmi et al., 1978; see Appendix A, Tables 1 & 4 respectively) very few of which were examined in more than a superficial manner during the professional development sessions.

Similarly, the *Other Teachers'* accounts of implementation either indicated unawareness of the Program, or some memory of the sharing of materials and processes and only the occasional implementation of one or two strategies. Only one school demonstrated a more effective approach to implementation.

A policy process to enhance implementation and outcomes—the trajectory in School 6

Aspects of school implementation practice were revealed in School 6 that may have sustained positive change strategies more so than in any of the other schools that participated in this study. Indeed, while most policy actors acknowledged the political motives behind this policy—facilitators did so verbally, the senior officer spoke of a “political prompt” (SO, I, 1995, p. 1, 5) and response “to a situation that was putting the minister under some pressure (p. 8, 24-25) and OT1 reported the possibility that some colleagues would view the KT(BM) Program as “a cynical political exercise” (OT1, Q, 2000/4b)—and notwithstanding school-based policy actors' accounts of implementation in a confused and under-resourced policy context, this school reportedly managed to establish resilient processes and structures underpinned by internal resources and commitment that enabled it to capitalise on what Ball and Bowe (1991) described as the opportunities for “variation and play” (p.23) provided by, in this instance of policy, the announcement and implementation of the Key Teacher (Behaviour Management) Program. Indeed, School 6 took firm hold of the opportunity presented and breathed life

in to the policy text. These processes do reflect the confluence of a set of aspects referred to in the remaining themes in this chapter and, furthermore, they are summarised in this chapter because they underpin one of the suggestions for future research (Section 8-7).

The Key Teacher in School 6 was one of the least senior, that is not a teacher holding a promoted position, but who reportedly received support and was highly regarded by his principals and senior colleagues. The power of the interdependence of context and culture with enacted policy (Day, 1993; Senge et al., 2000) and of context and culture with teacher learning (Hyde & Pink, 1992; Fink & Stoll, 1998; Scribner, 1999) appeared to become particularly evident when differences in reported trajectories were considered. Internal school factors appeared sufficiently entrenched and powerful to overcome the commonly reported problems of insufficient and specific resources to underpin implementation. The context and culture in this school were reported by the three study participants in positive terms. It appears probable that this set of circumstances influenced the policy's reported trajectory.

The making of links between benefits for teachers' professional practice and their students' learning with proposed learning is a fundamental initial step in teacher-learning (Braithwaite, 1993; Datnow & Castellano, 2000). The accounts of the participants in School 6 indicated the occurrence of a considered process that led to the decisions to take part in the Program and the identification of the school's Key Teacher in a context characterised by a culture of support and trust, for example, as emphasised by Gitlin and Margonis (1995) and Kelleher (2003). A crucial form of support for genuine collaboration emanates from positive school leadership (Marzano, 2003; Williamson & Galton, 1998). The commitment of, planning by, and leadership in School 6 were quite possibly responsible for overcoming the lack of support and time from externally provision at district, Education Department or Government level. When externally provided resources were allocated to all schools with a secondary enrolment, for implementation of a subsequent and related program in the year following completion of the KT(BM) professional development sessions, School 6 ensured the

new resources were available to strengthen previous implementation of the KT(BM) Program. The isolated nature of teachers' work described, for example, by Nias (1998) and Smyth (1995), appeared in this study to have been addressed in part at School 6 by identifying the link between the KT(BM) Program and the new initiative.

Teacher-learning is integral to the teaching role, and the development of capacity (Gitlin & Margonis, 2000; Maguire & Ball, 1994). The accounts of the three study participants at School 6 suggest that the Key Teacher certainly seized, with support from within the school, the opportunities presented by the KT(BM) Program in regard to school-level implementation and subsequently his individual professional learning. Generation by policy of professional roles for teachers is crucial (Darling-Hammond & McLaughlin, 1996; Putnam & Borko, 2000). In School 6, the Key Teacher reported being given ample opportunity to use what can be described as his professional judgment in the type of decision making and communication, with his district's professional staff and students' parents that would be the province of senior staff in many other schools. This opportunity appears to have approximated development of the school community's awareness and capacity, for example, as described by Moyle (1989, see Appendix A, Table A3). This Key Teacher's accounts appeared to be couched in positive and confident terms; the suggestions of a high level of esteem he apportioned to his work and his capacity reflected findings in the literature (Marzano, 2003; Starratt, 1993).

Support of the school's leadership is a significant factor in genuine collaboration leading to teacher-learning (Borman et al., 1995; Smylie & Hart, 1999). And in School 6, as much as was possible with little or no resources, it appeared that there was a level of leadership support for teachers to work together; specifically, the Key Teacher referred to his work with first-year teacher colleagues. Opportunities for transference of learning into the classroom must form part of teacher-learning (Eraut, 1994; Putnam & Borko, 2000). As a result, School 6 was most likely was best placed to address the classroom as the unit of change, for example, as highlighted by in the literature by Maxwell-Jolly (2000) and Pauly (1991). The opportunity was taken up at School 6 for the Key Teacher to work with these beginning-teacher colleagues that may have afforded such

opportunities. The school's capacity to identify a link between the KT(BM) Program and the resources that were provided with the subsequent program may have served the purpose of demonstrating adequate support for the KT(BM) Program. The commitment at School 6 to sustain the Key Teacher and the initiatives that stemmed from his participation in bringing about and sustaining school change, for example, an anti-bullying program, mirrored findings highlighted, for example, by Senge et al. (2000) and Smyth (1995). Reports from School 6 pointed to the provision of specific support in the form of time for implementation, for example, as described by Huberman (1993a), and suggested, more than accounts from any of the other schools in this study, that innovations were embedded, as also recommended by Hopkins and Levin (2000).

Decisive support for teacher-learning is enhanced by teacher-participation in networks, which has the potential to enhance the capacities of the individuals, schools and the networks themselves (Hargreaves, 1994; Knapp, 2003). The Key Teacher at School 6 provided an account that closely approximated a description of networking—more so than his colleagues who were participants in the study—of contact with colleagues during and, indeed, some years after cessation of the professional development sessions. It appeared that School 6 embraced and/or created a positive teaching culture in its quest for teacher-learning outcomes from the Program in ways similar to those described by Considine (1994) and Kelleher (2003). The other schools that participated in this study had the same access to the new program's resources; none reported making the link made by this school.

8-4 The findings related to Research Question 4

What insights into the policy process with potential to influence future policy processes were reported by policy implementers?

Section 8-4 draws conclusions, and presents patterns inherent, from the detailed results presented in Chapter 7 and reviewed in light of the literature reviewed in Chapter 2 (Section 2-4, pp. 61-63).

Key Teacher model

No reports in the literature could be found that supported the concept of the Key Teacher model. On the contrary, the loneliness, in terms of working with colleagues, of the teaching role (Frost et al., 2000; Stoll & Fink, 1996) might suggest the importance of opportunities to learn collaboratively. Working in isolation, for example, can result in the need for teachers to re-invent the “pedagogical wheel” (Hargreaves, 1992, p. 217). It is not surprising, then, that the research literature argues that implementation is enhanced through professional development models that support opportunities for teachers to work with one or more colleagues in constructive ways to undertake joint planning. When such an approach is adopted teachers can develop their skills and understandings over time and apply learning in the classroom (Guskey, 2000; Joyce & Showers, 1995). In such a climate critical teacher-learning goals are achieved through “capacity-building” (Hargreaves & Fullan, 1998, p. 122).

Despite the apparent weakness of the chosen model it was hoped that schools would make a judicious choice of Key Teacher. A wide variation in teachers’ apparent skills in student behaviour management and position status within their schools was apparent. In this circumstance the senior officer likened the difficulties in the initial decision-making process about the professional development sessions to having to answer the proverbial question: “How long is a piece of string?” (SO, I, 1996, see Appendix J, p. 9, 12) reflected in the words of Eaker et al. (1992) as the assumption of “generalizable, universal, externally validated knowledge” (p. 153).

The Key Teachers made specific reference collectively at the initial professional development sessions on the need for support to enable them both to be “proactive in their schools” (see Appendix L, p. 1) and to enable their release from their school during all of the professional development sessions. Several participants commented on their perceptions of the weaknesses of the Key Teacher model. One principal-participant commented on the need for more than one person to participate in the sessions and for a team—a “critical mass” in the terms of Hopkins and Lagerweij, (1996, p.84)—to lead implementation in the school. Two key teachers described the difficulty of undertaking

implementation in the demanding school context. One of these teachers noted his anticipation of working with a colleague in the Key Teacher role; however, his colleague's entry to the professional development sessions in the second year did not enable both teachers' expectations to be realised.

Ineffectiveness of many reform efforts

The typical and inevitable discord between policy text and enactment outcomes (Pauly, 1991; Ball, 1999; Hill, 1999) certainly emerged in this instance of the policy process. This Program was unlikely to succeed from the perspective of the provision of support from outside schools; the mismatch between apparent undertakings (rhetoric) and actual conditions (reality) appeared to play a major role in the lack of achievement. Although the reports from the school-based policy actors typically did not suggest positive outcomes in the schools; one principal did comment: "this has been an opportunity missed" (PP3, Q, 1997/1). Comments about the lack of time available for learning, the initial positive comments about reassurance they gained from sharing with supportive colleagues and the eventual need to learn something new persisted in the Key Teachers' accounts. Furthermore, the opportunity for networking was described as "an important stage...the opportunity to re-establish the network from the previous years' [sic] work and consolidate skills" (see Appendix I1, p.3). Despite the significance accorded to networking, individual schools were required to use internal resources to release the Key Teachers.

Evaluation

The improvement of policy processes is fundamental to policy evaluation (Calderhead, 2001; O'Faircheallaigh, Wanna & Weller, 1999). In this study the Key Teachers questioned the absence of accountability and evaluative procedures regarding the policy process. The final statement in the written record of their brainstorming (see Appendix L - 'What the DEA should do') appeared in bold text: The KT(BM) Program "to be evaluated" (p. 4). Ongoing evaluation (Howell & Brown, 1983), collaboratively undertaken (Blunkett, 2000) and enhanced by mutual respect (Holdaway, 1982)

facilitates shared policy outlooks and understandings. Evaluation of professional development is also crucial (Joyce & Showers, 1995; Kelleher, 2003) as is the improvement of communication links between policy research and school effectiveness research (Conley & Goldman, 1998; Reynolds & Teddlie, 2000).

Consideration of the trend for the KT(BM) Program to wane—the reduction in number of courses, length of courses, and funding per teacher for teacher release— and the mismatch between problem and strategy would most likely lead an observer to suggest that no valuable purpose could be served by evaluation. The Minister had commented that it might be “too soon” for an evaluation to have occurred. And, perhaps almost as an after-thought, he volunteered that “the Department [might be] relying on [the researcher] to provide that.”

8-5 Themes that emerged across two or more of the research questions

Tensions embodied in the policy process (RQ1, RQ2)

Tensions between political, economical and educational agendas underpin the trajectory, indeed, the multiple trajectories of policy (Kirst & Bulkley, 2000; Poppleton & Williamson, 2004). The earlier case studies of Dale (1993), Moyle (1989) and Roberts (1987) point to tensions between agendas and between professional and managerial conceptions of school leadership. Indeed, in this study many instances of tensions were revealed and discussed in detail; these pressures permeated throughout policy actors’ reports of this entire policy process.

Tensions became evident during the period in which the contest between policy actors began in the public arena in the print media. The public nature of this contesting of the policy began to focus explicitly and implicitly on the Minister’s capacity to perform his role. This challenge led to the requirement for the Minister to take action and to be *seen* to take action, thereby reassuring the public that he and the Education Department were in control. The Minister eventually seized control, and thereby “ministerialised” this instance of policy—a feature of Australian policy making described, for example, by

Cuttance et al., (1998) and Dudley and Vidovich (1995)—when he initiated the TEC’s report and eventually announced the KT(BM) Program. Pressure was subsequently transferred to other policy actors; the Minister’s actions transferred the stress that was initially on him to Department officers, and consequently and inevitably to teachers.

In this study, tensions—between political motives and educational motives, between perceptions of the capacities of policy actors to address the problem—rendered gaps between the identified problem and planned strategy. These tensions purportedly materialised and underpinned difficulties faced by the senior officer most likely during the time when, in Bridgman and Davis’s (2000) terms, *policy instruments* were identified and while *coordination* occurred. The senior officer made reference to a “political exercise” (SO, I, see Appendix J, p. 5, 11-12). Therefore the educational agenda, that is, the senior officer’s knowledge and understandings about implementation, was overpowered by the political agenda.

The mutual inconsistency of achieving an orderly policy process at the same time as being guided by wholly democratic practices poses a challenge for policy actors (Bottery, 2000; Gutmann, 1987). In the instance of this policy, clearly it would not have been practicable to have offered opportunities for input by all stakeholders. Nevertheless, the opportunity that was made available appeared to carry inherent threats to positive outcomes. For example, the print media coverage at the time unmistakably pointed towards overwhelming support from a wide range of policy actors for a comprehensive strategy. Certainly there was consultation with stake holders in this instance through the process of the TEC seeking responses to its discussion paper (TEC, 1994a). Moreover, this consultation occurred prior to the identification of the strategies and appeared to bear little influence on their implementation in the form of the KT(BM) Program. The influence of tensions between agendas, including the lack of congruence between the acknowledged problem and the identified strategy (Calderhead, 2001; Spillane et al., 2002) resonated with the data analysis conducted in this study.

There is no shortage of research that shows that when tensions arise from variations amongst policy actors' frames of reference and perceptions, needs, attitudes, understandings, experiences, readiness and skills problems will arise (see, for example, Brooks & Grennon Brooks, 1996). Therefore, it is probable that the differences of opinion that became evident in this instance of policy were based in part on variance in policy actors' perceptions of whose capacity required development in order to best achieve their respective policy goals in ways not dissimilar to Reid's (1998, p. 57) discussion of problem location. Perhaps it was the way in which the Minister for Education framed the problem and enacted his need to manage, and to be *seen* to manage, the agenda that created a tension about whose capacity was in question. Therefore the need to produce results (Taylor et al., 2000) was reflected in this policy by the production of the press release (Government of Tasmania, 1995). The perception by teachers that the Program had been introduced with insufficient resources precipitated the action by the teachers' union that briefly threatened continuation of the Program. This occurred because of union concerns regarding insufficient training provision and resources in terms of time and staffing allocation (see Appendix M) appeared directly related to the issue of whose capacity was in question. Tension between the contradictory concepts of teachers as professionals and teachers as technicians, for example, is defined by Ingvarson (1994) and Reid (1998) and these conflicting perceptions emerged from conflicts between agendas.

The Government press release in which the Minister announced that all schools would have a Key Teacher described teachers in technician terms; they would "handle students with behaviour problems". Meanwhile, the Department's memorandum was couched in professional terms; schools' actions regarding the KT(BM) Program would be guided by their priorities and their staffs' local skills and knowledge. For example, the senior officer had referred to the need to "co-ordinate [the Program] with the work that was already being done [in schools]" (DEA, 1995, see Appendix I, Item I1, p. 2). Therefore the Department demonstrated a concern that the policy would indeed be mediated during implementation according to teachers' capacities and professional knowledge of local needs. In this policy process, the senior officer readily acknowledged the likelihood of

producing an untenable situation for the policy actors; she reported an experience of being vulnerable to both sides in this conventional, adversarial view of policy. Therefore the educationally driven principles that were apparent in the Education Department memorandum to superintendents and principals were thwarted in a context in which the authority of the political agenda brought about by the pressure on the Minister was realised. The disparate communication that emerged in the written discourse reflected tensions between bureaucratic responsibilities and the acknowledgement of others' professional knowledge and expertise that are commonly recognised in the literature (Bagnall, 2000; Hargreaves & Goodson, 1996).

Incongruities between simultaneous decentralisation and centralisation (Chang, 2000; Taylor et al., 1997) contribute to implementation challenges. In this study, the simultaneous and disparate forces of centralisation and decentralisation appeared in the process in which within priorities determined at state-wide level towards the end of one year (in this instance, 1993, and in preparation for 1994) schools had to set their goals and to budget accordingly. Additionally, schools were about to be required shortly after the commencement of the 1994 school year to consider a new program to be announced by the Minister for Education. Successful policy is promoted by clear direction and communication (Bridgman & Davis, 2000; Hargreaves & Fullan, 1998). In this instance of policy, overall timing and chronology of policy phases, and the relative lengths of period during which they took place, appeared to have created problems for consultation, communication and therefore, quite possibly, impediments for implementation. Together with political influences, one Key Teacher's comment about resource provision, "I would reinforce that if they are going to implement a program they need to give it substance and personnel to support it" (KT2, I, 1995/1), most likely had some bearing on time and timing. Issues of time, timing and the Program model would emerge as contentious despite the fact that this policy was one that may have offered the promise of offering professional learning in the area of inappropriate student behaviour.

The timing of events was detrimental to the policy process in this instance. Furthermore, tensions between too many competing policies infuse the policy context with layers of policies (Bascia & Hargreaves, 2000) that compete for implementers' attention (Møller, 2000; Tyack & Cuban, 1995) and that vie for a share of resources. Education Department documentation substantiated that this policy was to be introduced into an overloaded policy context; consequently the effects of inadequate resource provision began to emerge. The senior officer reported, for example, the fact that the officers' work related to the KT(BM) Program had to be completed in addition to their previously existing regular workloads and no resources were available for the development of the professional development session.

Time and timing (RQ1, RQ2, RQ3)

The issues of time and timing began to emerge in a variety of forms. The political exigency for a swift and striking policy that might raise teachers' spirits, for example, as described by Harrop (1992) was evidenced, but short-lived, in this policy process.

In this study, the problem of inappropriate student behaviour received attention in the Tasmanian print media—news items, special features, letters to the editors, editorials, and at least one of the three daily papers sought input from the public about the problem—for more than one year prior to the decision of the Minister for Education to refer the issue to his advisory group, the Tasmanian Education Council. The TEC's discussion paper (1994a), its report (TEC, 1994b) to the Minister for Education, the Education Department's response (DEA, n.d.), and the Minister's announcement of the Key Teacher (Behaviour Management) Program in February 1995 consumed approximately 11 months of the policy process. Politicians characteristically seek swift solutions to problems that attract problematical attention in the public arena and which scrutinise their competence (Hogwood & Gunn, 1984; Steinle, 1982). In this study the Minister's request for research to be performed, however, slowed down this initial phase of the policy process and may have resulted in the pressure to accelerate, even more than usual, the initial implementation phase.

Therefore, pressure of time, for example, as highlighted by Taylor et al. (2000) arguably was an issue the moment the policy process was moved *by the Minister* into the public domain; its influence first became particularly evident immediately following the Minister’s announcement. What might have seemed to be a moderate and carefully considered process prior to the *decision* phase—certainly the *policy analysis* phase was performed in a thorough and reasonably consultative manner—moved up several gears once it moved in to the Education Department’s arena to be implemented. Previously mentioned tensions arising from the conflict between agendas seemed to be translated to the fast implementation that would occur when the policy trajectory reached the school- and teacher-levels. Carlson (1985), Pugh (1989) and Wiemers (1990) referred to the importance of time for implementation as an important consideration, for example, the Alberta Department of Education (1992) and Zigarmi et al. (1978) specified 12 to 15 years and three years respectively (see Appendix A, Tables A2 & A4 respectively).

The chronology of the policy process prior to implementation in schools is presented in Figure 8-1. The year immediately preceding the KT(BM)P, that is, 1994, and, a portion of the first year of implementation, that is, the first five months of 1995 leading up to the beginning of the professional development sessions, are presented with a more detailed breakdown into months.

Figure 8-1 Chronology of the policy process prior to implementation in schools

1994										1995				
M	A	M	J	J	A	S	O	N	D	J	F	M	A	M
TEC discussion paper				TEC report	Sometime during August – February Dept response					Minister’s announcement		Dept memorandum	Schools nominate KT(BM)	First professional development sessions

Therefore a more focused picture of this period, during which the TEC’s publications, the Department’s response, the Minister’s announcement, the Department memorandum were produced compared with the period in which schools had to nominate their Key

Teachers prior to commencement of the professional development sessions, than the picture previously presented in Figure 6-3 (p. 145), is presented. Specifically, there was time for the enactment of two events that resulted in well-considered documents by the TEC (March 1994 and July 1994) and the Education Department (not dated, however, sometime between July 1994 and February 1995), events that preceded the Minister's announcement.

The observations of the time allowed for different policy phases and data gathered from the senior officer provided evidence that would be confirmed and extended by the school-based policy actors, once the policy reached the school-level implementation. Indeed, the need for schools to be able to plan while in the possession of relevant information is a point made by Clarke (1994, see Appendix A, Table A4). Therefore it was not unexpected to find that reference was made frequently by school-based personnel to the lack of time for planning in school in preparation for the Key Teacher professional development sessions. For example, KT1 (I, 1995/1) commented that "earlier notice of the Program would have been useful".

The detrimental effects of the insufficient amount of time allocated to the different phases of this policy became particularly evident during the period of implementation with teachers. The Key Teachers' reports indicated comparatively limited time to learn in ways similar to the findings of Collinson and Cook (2001), Hargreaves and Fullan (1998) and Slavin & Madden (2001). Furthermore, Johnston and Hedemann (1994, see Appendix A, Tables A1 & 3) highlight the fact that teachers' non-teaching roles remain substantially unrecognised in schools' timetabling, and that may have proved to be the case in this study as demonstrated by the comments of Key Teachers about lack of support and resource provision. KT3a (Q, 1996/2) had referred to how "easy [it was] to lose touch when [Key Teacher colleagues are] apart as the daily grind [of school] in itself is debilitating". This comment quite possibly indicated that the classroom teaching role leaves little time, if any, time for considering or performing non-classroom activities. Time to reflect (Conley, 1996, Eraut, 1994; Joyce & Showers, 1995), to integrate learning (Spillane et al., 2000), to embed innovations (Lingard & Garrick,

1997; Maguire & Ball, 1994), and for implementation (Bridgman & Davis, 2000; Fullan, 1991; Howlett & Ramesh, 1995; Proudfoot, 1998) are influential factors that enhance outcomes of reform that were not manifest in this instance of the policy process.

Overloaded and confused policy context (RQ2, RQ3, RQ4)

Clear policy direction and communication underlines successful policy (Bridgman & Davis, 2000; Hargreaves & Fullan, 1998; Leithwood et al., 1987, see Appendix A, Table A4 for the latter) and lessens the likelihood of antagonism, misunderstanding, or indeed, the overlooking of a policy (Sabatier & Mazmanian, 1979). Despite the broad recognition of the need for educational change (Cuban, 1998) the occurrence of too many policies places clear policy direction and communication at risk (Richert, 1997) and contributes to the likelihood of an ambiguous and overloaded policy context (Møller, 2000). In the instance of this policy, the deluge of policy documents in the Tasmanian Government School system, verified by Macpherson (1997), created a context in which implementation of the KT(BM) Program with teachers and individual schools would almost certainly fade very quickly.

Schools would, therefore, in the Tasmanian context, have to make decisions about which of the Education Department's priorities they would concentrate on. This decision-making would have had to occur in the education policy context during the 1990s which, in effect, required schools to *choose* from a set of *essential* priorities. This circumstance appeared to contribute to an unworkable and tumultuous policy context and probably resulted in policy and communication overload. School-based policy actors in this study reported a confused policy context brought about by the sheer number of policies and associated difficulties maintaining a focus on this initiative in their schools. Indeed, comments by participants in this study about the difficulty "the number of the Department's demands" (PP3, Q, 1997/1) and the "flow of the Department's demands (PP6, Q, 1997/1) pointed to an overloaded policy context in which teachers, and principals, worked.

The treatment of teachers (RQ3, RQ4)

The Minister's agreement to enter into discussion about the Union's concerns after the moratorium was lifted helped to highlight the question of where the Minister's priorities lay. Teachers speculated, did the Minister's concerns lie chiefly with the achievement of a program no matter what? Or, were they with the Program's substance? The commonly expressed perception by policy actors, other than the Minister, was that it was simply the announcement of the KT(BM) Program that comprised the political priority.

As Darling-Hammond and McLaughlin (1996) and Honig and Hatch (2004) argue strongly policy must generate professional roles for teachers. In this instance of the policy process, despite the recognition of the complex problem of inappropriate student behaviour, the influence of political power resulted in a single-focus strategy that only placed the spotlight on teachers' skills. This political decision briefly placed the professional development sessions at risk when the teachers' union intervened in the form of placing a moratorium on it because of its concerns about insufficient training provision and resources in terms of time and staffing allocation (see Appendix M). Nevertheless, despite the strength of the text of the political agenda, when the policy trajectory intersected with the Education Department and with teachers and schools, it was education agendas that mediated the policy in each school.

The esteem apportioned to teaching by teachers and others is crucial (Hinde, 2003; Slavin & Madden, 2001). The consequence of the erosion of mutual respect amongst the participants in a change process is significant and poses a challenge for the policy process (Considine, 1994; Radford, 2000). Therefore a significant failure to maintain this respect is the perception by teachers that there was a threat to deskill them (Bottery, 2000; Helsby, 1995). Additionally both Ball (1993) and Pugh (1989) made reference to empowerment as a particularly important aspects of achieving educational change (see Attachment A, Tables A4 & A1 respectively). In this study it was the Education Department memorandum that was sent to schools that articulated respect by making reference to several positive attributes that teachers might bring to the policy process, for example, their perceptions, attitudes, experiences and skills, as highlighted in the

literature (Desimone et al., 2002; Stringfield, 1994). However, the cynicism that developed with respect to some implementers' views of the political agenda seemed to place any chance of *mutual* respect at considerable risk.

Accordingly it appeared that the senior officer began shaping a set of circumstances in which teachers' professional skills would not be disputed. Fetler (1990) and Flinders (1989) maintain the importance of policy-makers seeking alliances with teachers by developing supportive staff development programs (see Appendix A, Tables A4 & A1 respectively). And, at the commencement of the professional development sessions the Key Teachers did seek to have their voices heard. They compiled four pages of items that they asked to be presented to the Department (see Appendix I2); while few of these were enacted, this activity constituted an attempt by the teachers to overlay the political agenda with an educational one, and to achieve a balance between top-down and bottom-up implementation, in ways similar to those highlighted by the Alberta Department of Education (1992) and Marsh and Odden (1990, see Appendix A, Tables A2 & A4 respectively). Once the policy trajectory moved into the schools' territories stronger effects of educational agendas were observed.

One school clearly stamped the policy with its own culture and it did so in a positive manner. Therefore, it is not surprising that the outcomes of this school's work more closely resembled the senior officer's idea of capacity-building across the whole school. The conception of what might prove most productive was the ideas devolving from the school and not from the Minister's office.

According to both Jenlink et al. (1998) and Radford (2000) when all stakeholders in educational contexts are respected for their contributions and when it is made clear that there are increasing expectations of positive outcomes, this will add to the challenge but raise the level of efficacy among participants (Tyack & Cuban, 1995; Radford, 2000). Burke (1992, see Appendix A, Table A3 for the latter) also referred to this need for power sharing and demonstrating trust. While teachers can display resistance, for example, as described by Dellar (1994, see Appendix A, Tables 1 & 3), in this instance

of the policy process in what seemed to be potentially adverse conditions, the teachers demonstrated commitment, albeit at varying levels, to the policy process. They directed almost all their observations to the policy process at hand and reported their preference to be increasingly represented and directly involved, in the broader range of aspects of the policy process

The study participants who responded to the questionnaire (2000/4a) and who were interviewed (2000/4b) reported their preference to be represented or directly involved during more of the policy process than had generally been possible in the conventional divisions of policy making and policy implementation. For example one Key Teacher highlighted what could be construed as a risk inherent in the conformist dualism of the policy process: “unless teachers feel that they have an input...they are unlikely to ‘get on board’” (KT6, Q, 2000/4a). The importance of engaging teachers was defined by this Key Teacher in terms of: “consultation is being *told*, representation is being *listened to* (KT6, Q, 2000/4b, emphases in original).

Although achieving practicable, consequential consultation and policy that makes sense from the points of view of those consulted is problematic (Cuttance et al., 1998; Department of Education, 2000) this request for strengthening input is one that can be ignored only at the risk of reducing school-based implementers’ disillusionment with current policy practices. Their reported observations indicated their view that opportunities for ongoing, positive communication and consultation formed cornerstones both of their involvement and of recognition of their potential contributions to the policy process. They did not merely want to have their opinions heard; they expressed the belief that their opinions would contribute something to improving the policy process.

Networking (RQ3, RQ4)

Networking plays crucial roles in enhancing communication collegial support in the quest for advancing classroom and professional priorities (McLaughlin, 1994; Pennell & Firestone, 1998) and in enhancing the capacities of individuals, schools and themselves (Darling-Hammond, 1993; Miles, 1998; Wolfe & Poynor, 2001). The Alberta

Department of Education (1992), Johnston and Hedemann (1994) Marsh and Odden (1990) all highlighted the importance of networking (see Appendix A, Tables A2, A1 & 3, & A4 respectively).

Responses offered by the Key Teachers in this study placed emphasis on the need for opportunities to develop and sustain networking. For example, one Key Teacher pointed to prospective networking: “A continued recognition by the Department of the expertise of these Key Teachers is needed” (KT6, Q, 1996/2). Indeed, the initial reference to the importance of establishing and maintaining a network had been made by the Education Department (see Appendix I, Item I1, p. 3). Participants noted their disappointment with the absence of support for networking: the reported success of networking, when it occurred, appeared to have been sustained by teachers’ individual and informal effort. The potential for collegial communication and support (Hall & Hord, 1987; McLaughlin, 1994) and the enhancement of the capacities of individuals, schools and networks themselves (Darling-Hammond, 1993; Wolfe & Poynor, 2001) was realised to an extent. One Key teacher had reported that he had been able “to contact *many* schools” during the time he worked on documenting his school’s Behaviour Management policy and that he “felt confident” that he “could call on contacts” established during the Program’s implementation (KT5, Q, 1996/2, emphasis in original). By and large, the concept of networking by the group of Key Teachers did not appear to get underway. The reference to the “debilitating” effects of “the daily grind [of school]” had highlighted, at least for KT3a (Q, 1996/2) the importance of developing and maintaining networking.

School cultures and leadership issues (RQ3, RQ4)

Individual school contexts and cultures influence teacher-learning and vice versa (Guskey, 2000; Lieberman, 1994). The crucial role of local policy actors in either transforming practice or in the evaporation of policy was emphasised by Cuthbert (1985, see Appendix A, Table A1). Indeed, support from schools’ leadership exerts crucial pressure on each school culture and influences the quality of collaboration possible in each context (Borman et al., 1995; 2001). Furthermore Cuthbert’s findings two decades

ago pointed to the importance of linking school goals with external assistance in an American school district setting. A colleague of KT6 provided a detailed account of the consideration of possible KT(BM) Program benefits and a thoughtful selection process through which the Key Teacher was to be identified (OT6, I, 1995/1). OT6's descriptions of "we looked at the question 'did we see any benefits for our school?'....we thought it would be prudent to have a person without [the referral] discipline role...based on commitment, suitability...we approached the teacher we wanted". The comparative successes reported in School 6 suggest that making links between initiatives that emerge externally and current is crucial, particularly when there is an unprecedented rate of change in an increasingly political context.

As evidence of this need for school leadership the important work of the Alberta Department of Education (1992), Carlson (1985), Harisun (1991), and Nytell (1993; see Appendix A, Tables A2, A1, A3 & A4 respectively) are cases in point. From the perspective of this study crucial aspects of school implementation practice were revealed that may have sustained positive change strategies in one instance. Indeed, while most of the policy actors acknowledged the political motives behind the policy and, notwithstanding accounts of implementation in a confused and under-resourced policy context, one school reportedly did manage to establish resilient processes. These were underpinned by structures, existing internal resources and commitment that enabled the school to capitalise on opportunities provided by the Key Teacher (Behaviour Management) Program.

The Key Teacher at this school, who seemed to experience a high level of success in his implementation role, expressed his satisfaction with his performance—"Personally I think the program has been useful. The way I teach has been directly affected....I can now speak with some greater authority and knowledge when asked about behaviour management by other teachers" (KT6, I, 1995/1)—as well as recognition of the Program as an opportunity for professional learning—"I have started studying again...the training...a stimulus to improving my own skill level" (KT6, Q, 1996/2). Clearly he was judiciously selected and held in high regard, and he was trusted. Furthermore, he

received support, beyond that afforded to the Key Teachers in the other schools in this study, from the school's leadership team.

These varied contextual conditions contribute to an inevitable mix of policy outcomes from the articulation of a single policy (Ball, 1999; Woods & Wenham, 1995). Accordingly, in this instance of the policy process, despite the generally disappointing findings there were individual school factors that appeared to have a considerable bearing on what was achieved. Indeed, except for the extremely positive accounts from one of the schools in this study, the account of this policy's trajectories may well have only described opportunities lost.

8-6 Suggestions relating to future policy processes

These suggestions are offered while being mindful of the earlier acknowledgment of the fact that generalisations can not be drawn directly from the results of the modified case study. It is possible that the reader, therefore, might consider and temper with their own experience the suggestions presented here that are based on the data analysis and underpinned by the literature. The results of this study pointed to the policy actors at either end of the policy process as the people that had most at stake in terms of what was initially announced and what could actually be implemented in schools. Equally, the senior officer was the policy broker. Having the responsibility for achieving outcomes that would meet the needs and demands of the two groups was a challenge that appeared to pull her, symbolically, in opposing directions. The suggestions, in this section, primarily centre on the roles of teachers who were the major focus of this study which had its lens trained on policy implementation in schools. Some of the suggestions, however, may readily apply to other policy actors engaged in very different settings.

For example, it would be advantageous for policy actors to enhance their understandings of their current roles and the roles of others. By such actions there is a high probability that enrichment of the policy process may come from policy actors' improved understandings, which might develop their ownership of change during of the process. New ways of conceptualising participant roles in the policy process, therefore, might be

explored to maximise the use of expertise and to enhance communication and understanding. In the past, policy actors who have helped to create policy have generally faced challenges presented by a need to balance the impractical nature of fully inclusive policy practice and of comprehensive consultation. The evidence from this study suggests the need to take account of teachers' needs to work in contexts characterised by trust and support. Teachers who undertake professional learning that is relevant to their core role of teaching students must have opportunities to provide their views that are based on their expertise, and knowledge of local school needs. Therefore a proper respect for teachers' knowledge will be more likely to ensure policy success.

Specifically, there needs to be consideration of teachers' roles in the policy process and recognition that these need to be identified in order both to maximise the use of teachers' expertise. Such action will enhance the likelihood of teachers' contributions to policy processes of which they possess improved understandings, in part through their ownership of more of the process. The need for this to occur appears to be underpinned by, first, the crucial role of teachers, with their students, in classroom events and processes (Pauly, 1991; Pugh, 1990, see Appendix A, Table A4), second, a systemic context in which change continues to flourish (Gardner & Williamson, 2004), and finally, the intensification of teachers' work (Popleton & Williamson, 2004). Increased focus on the potential for participatory policy processes and the engagement of the good will and energy of teachers (Gray et al., 1999) is crucial in any consideration of the education policy process. Certainly the teachers' accounts from this study indicated their preference to be more directly involved, or at least represented, during more of the policy process than had generally been the case in their experience. They believed they should have their voices heard and they thought they believed they could contribute unique and worthwhile information to improve the policy process.

Doing more with less appears to be the mantra in the world of contemporary education. However, there must come a time when teachers' capacities are exhausted. Particularly since change has been a constant feature of the Tasmanian schooling context and the rate of that change is growing in terms of pace and quantity. Indeed, the increasing rate of

change, and the complexity of issues and problems addressed by change, is a widely accepted phenomenon (Williamson & Poppleton, 2004). Therefore it is of some relevance to remember that in Tasmania many teachers have been teaching for more than fifteen years with the majority of those teaching for more than twenty years (Gardner & Williamson, 2004). Accordingly, established pedagogic repertoires and a powerful memory of the experience of the stream of changes, evidenced in the deluge of policy documents during the 1990s (Macpherson, 1997; DECCD, 1997), has helped to characterise teachers' attitudes to change as often being unnecessary and inconsequential. For example, in the contemporary Tasmanian context, the implementation of the *Essential Learnings* curriculum documents is occurring simultaneously with the introduction of new and complex assessment procedures. This is occurring alongside the restructuring of the Tasmanian Education Department from six districts into three operational branches, and 27 clusters of schools, in order to facilitate the improved inclusion of students of all abilities into mainstream schooling. Furthermore, these changes are taking place in an increasingly politicised context often characterised by adverse publicity in which teachers are commonly the scapegoats of inept political decisions. Little wonder that teachers maintain that the pace of change is intensifying at a time of insufficient support and resources (Gardner & Williamson, 2004).

In this dramatically changing educational environment there have been many opportunities when provision could have been made for teacher-representation on advisory committees by senior officers of the Education Department, and indeed the Minister's advisory group. However, such teacher-representation brings with it implications for funding schools that result in additional financial pressure on them. For example, anecdotal evidence suggests that the replacement costs of classroom teachers results in teachers having fewer opportunities to engage with decision-making processes because of these costs, which are not incurred for principals and some senior staff. While Tasmanian teachers state their preference to be supported to teach, they express selectivity about their involvement in non-teaching activities, and their stated preference

is for direct involvement in decisions that directly influence their work in the classroom (Gardner & Williamson, 2004).

The educators who provide professional learning opportunities for current teachers, and new members entering the profession, could advantageously play a more active role in developing teachers' capacities to operate in the rather 'hot' political climate that increasingly characteristic of the milieu in which teachers work. There is a need for school-based policy actors' awareness of policy processes, policy actors' roles, and the agendas that influence policy trajectory. Teachers also need to be aware of their own potential for political agency at a local and national level.

The sheer number of changes that teachers are expected to cope with, focuses attention on Education Department priorities and how these are determined. Therefore close scrutiny of the Department's strategies for supporting schools during the process of identifying their internal needs, and external requirements, suggests an urgency for the development of robust structures and processes for implementation. An answer may lie in the planning process undertaken by schools. This should be analysed by the Branch staff in the process of Branch planning; in turn this process would extend to the Education Department completing a similar exercise with the data it receives from the Branches.

8-7 Suggestion for further research

This study uncovered some of the tensions in one instance of the policy process which were not immediately observable by policy actors because of the completeness of their immersion in their roles. However, it is well to remember that the policy actors and contextual factors involved in any policy process ensure the uniqueness of each policy. Therefore, some type of case study appears appropriate as a means of reaching an informed understanding of a policy's trajectory, or indeed its multiple trajectories, and to obtain the rich data from policy actors and documents. Therefore, future research might most beneficially adopt a case study approach and focus on one of two major aspects of the policy process: first, adding to understanding the perceptions, motivations and

actions of policy actors; and second, the inclusion of students' perspectives in their roles as key policy actors.

When education policy actors, who are engaged in the policy implementation process, are able to communicate their own perceptions of the changes, there is then an increased possibility that awareness and communication of their perceptions will increase the likelihood of improved empathy amongst a greater number of policy actors.

Furthermore, recognition that education policy trajectories are interdependent with individual school contexts and cultures emphasises the value of adding to the store of case studies. If it is possible to achieve the capacity to approximate generalisation this will be most likely accomplished, or at least advanced, by adding to the available bank of case study reports. New case studies that focus on the policy implementation process and obtain data from a range of policy actors will have the potential to add to the collection of data that contribute to a better understanding of the tensions that typically underpin education policy processes.

A consequence of such research interest would be the opportunity to place the foci of future studies on the identification of positive strategies that education policy actors employ in taking professional advantage of their involvement in top-down policy enactment. In such a situation there would be the possibility of exploring opportunities to benchmark desired outcomes with politicians and those policy actors who have real influence on policy development. This kind of study would also allow an exploration of the ways in which teachers tend to *adapt* rather than *adopt* policy and the outcomes that emerge.

Additionally, the perceptions and experiences of the often over-looked partners in classroom events and processes, that is to say, students, must attract increasing research consideration. After all, it is the conditions for student-learning in schools that should influence change in educational policy and teacher practice. In the instance of the policy process presented in this thesis one participant made reference to listening to students in order to learn about "what makes them behave as they do" (KT5, I, 1995/1).

This research was undertaken to answer four research questions related to the trajectories of one policy. This study has provided rich data from a range of policy actors and its contribution of the research literature is significant, in terms of its unique focus on the “messy” process of policy implementation. As is the nature of research, and because of the imperfect methods, the study also is limited, in terms of its restriction to accounting a single instance of the policy process. Furthermore, methodological uncertainties and the necessary reliance upon perceptions meant that obtaining a complete account of even one policy was not a possibility (Lincoln & Guba, 2000). However, partial or not, it is as honest an account as it was possible to make it. Accordingly, several suggestions for further research are made.

Suggestion 1 (Theoretical)

The evidence from this study indicates the need for further case studies of instances of the education policy process. This might be done despite the acknowledged problems of replicating educational contexts and circumstances (Hammerlsey, 1993). There is also the difficulty of establishing the detail for exact replication of the researcher’s deliberations (Patton, 2002). However, such an attempt, from a similar but necessarily different perspective, does offer the potential for adding to understandings of the policy process and policy actors’ thinking and actions. The opportunity to provide readers some means of comparison between the data and findings of several studies might reduce the subjectivity that unavoidably permeates the findings from a single study (Gillham, 2000; Strauss & Corbin, 1998).

Suggestion 2 (Methodological)

A similar study could be extended to become more longitudinal. In this instance, follow up questionnaires and interviews could be undertaken to determine longer term impacts of change strategies, for example, five years or ten years after commencement of initial implementation.

Suggestion 3 (Theoretical)

A similar study, methodologically, could be extended to include students' perspectives. Such a new study could include interviews and questionnaires with students to examine the impact of policy trajectory on students and to seek their views on contributions they might be able to make to the policy process and whether or not they perceive the changes described by other policy actors in schools.

Suggestion 4 (Theoretical and methodological)

A study could be conducted that focuses on the policy process that requires involvement of more than one government department. This would provide an example of interactions between different departments and might assist in the identification of strategies that assist, or hinder, communication and collaborative work towards identification of shared goals, allocation of responsibilities for aspects of the policy process, and evaluation.

Suggestion 5 (Theoretical)

Future research should attempt to identify a balance between more ideal and practicable policy strategies. More research could be conducted to gain access to a policy scenario in which a consultative committee—comprising policy makers, teachers, principals, students and senior secondary students—were to be established.

Suggestion 6 (Theoretical)

A study could be conducted to determine influences on positive implementation outcomes. The fact that one school in the reported study appeared to achieve markedly superior outcomes when compared with the other schools indicates the need for further research in this area. Moreover, this school selected a teacher with comparatively less experience and lower position status than other schools in the study. However, while contexts cannot be duplicated—Roberts (1987, see Appendix A, Table A4) claimed that

the actions within one local context are unlikely to be replicated by any other— exploration to achieve more data gathered from teachers, students and parents might lead to identification of strategies that assist communication and collaborative work towards identification of shared goals, allocation of responsibilities for aspects of the policy process, and evaluation.

Summary

This research has revealed much about the nature of one instance of the education policy process in Tasmania in the mid-1990s. To achieve this outcome, three research questions were designed to focus on the policy process and a fourth question sought policy implementers' views in hindsight and of the entire policy process. Questionnaires and interviews were used to gather data from policy actors—the Minister, a senior officer, teachers, principals, and professional development facilitators—and written material from a variety of sources—print media, Hansard, the teachers' union and a variety of Department documents—provided additional data. Each of the research questions was underpinned with literature current at the time the study was conceived and actioned: more recent literature was incorporated to up date the theoretical underpinnings and reflect the time at which the thesis was completed.

The problems that emerged throughout the trajectory of the policy arose from the tensions that occurred between the various agendas of the policy actor groups. Each has their own perceptions of whose capacities needed to be addressed. Quite early in the process the power of the political influence appeared to undermine the implementation of the policy. Although teachers' perceptions of the professional learning sessions ranged from being generally positive at the outset, they did tend towards a more negatively critical stance towards the conclusion. Many concerns expressed by the teachers appeared to have been anticipated by the senior officer. Therefore a generally confused policy context emerged, one in which there were simultaneous and oppositional tugs between centralisation and decentralisation. This adversarial approach resulted in a mismatch and confusion in timelines that was compounded by insufficiently precise communication that impeded implementation of this policy.

Nevertheless, the participants at one school consistently reported their version of a positive trajectory during implementation. Here, the school personnel expressed their preference for access to a greater range of the policy process than the opportunities provided. Additionally, they reported they had worthwhile contributions to make from their school-based perspectives. The reports from the teachers and principals highlighted the centrality of resource provision, the need for strategies for ongoing support through networking during implementation, and they recognised the productive outcomes that might have eventuated from an evaluation of the policy and professional learning sessions.

Just as the policy process does not occur in a sequential and linear fashion, neither did each of the findings of this study emerge solely from individual research questions. The emergence of themes from more than one research question pointed to their consequence. Therefore, in order to answer each of the first three research questions, the data were gathered from multiple sources and then analysed to determine themes that traversed all of the data sources, for example, using a code-web approach (see Appendix C, also described in Section 3-9, p.95).

Overall, the research reported in this thesis supported, clarified, confirmed and extended earlier research and research conducted concurrently. In particular the research extended the findings of a small number of case studies that preceded commencement of this study. Moreover, this study provides support for the position that the prominent findings of the generally international research that was reviewed do have relevance in the Tasmanian context. While each policy context is different, this study raises the challenge of delving further into the area to identify aspects that may be replicated in a variety of contexts. Another indicative finding of particular interest is that a relatively in experience teacher may be able to achieve very positive outcomes in performing a role that might more usually be assigned to more experienced teachers with more senior position status. The findings of this research, therefore, offer findings that may inform future policy research not only in Australia but internationally.

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APPENDICES

List of Appendices

Appendix	Title	Page
A	The results of searches of the literature for case studies of education policy implementation published prior to 1995	265
B	Copy of materials sent to participants	274
C	The items used in the interviews and questionnaires, and their relationship to each of the four research questions	284
D	Code-webs	301
E	Samples of data, and coded data, from the print media	309
F	Sample of data from Hansard	313
G	Data from the Education Department's response to the Tasmanian Education Council's report	318
H	The Government press release	322
I	Department documents	326
J	Coded transcript of the interview with the Senior Officer	336
K	Outline of the Key Teacher (Behaviour Management) Program	352
L	Written record of the Key Teachers' brainstorming exercise at the conclusion of the first 2-day session	355
M	Circulars from the teachers' union	361

Appendix A

Appendix A - contents: The results of searches of the literature for case studies of education policy implementation published prior to 1995

Table in Appendix A	Title	Page/s
A1	Chronologically ordered overview of research relevant to education policy implementation case studies published prior to 1995—major focus on implementers' perceptions	267-269
A2	Chronologically ordered overview of research relevant to education policy implementation case studies published prior to 1995—data gathered, in part, from implementers	270
A3	Chronologically ordered overview of research relevant to education policy implementation case studies published prior to 1995—Australian studies	271
A4	Chronologically ordered overview of research relevant to education policy implementation case studies published prior to 1995—other than those involving implementers or Australian studies	272-273

Note: Some studies appear in more than one of the four categories.

Appendix A cont.: The results of searches of the literature for case studies of education policy implementation published prior to 1995

Table A 1 Chronologically ordered overview of research relevant to education policy implementation case studies published prior to 1995—major focus on implementers' perceptions

Author/s (date)	Title	Major focus/ Data sources	Summary of relevant findings
Carlson (1985)	A case study of the implementation process or how a rural elementary school makes a difference	Determining teachers' and administrators' perceptions. Questionnaires, test data, interviews, observations, documents.	Influential factors: Clarity of action, previous experiences with innovations, support, professional development, time-line, evaluation, role of the principal, teacher characteristics
Cuthbert (1985)	A case study of policy-induced staff development in a local school district	Backward mapping: document review, observations, semi-structured interviews, chiefly with teaching staff, administrators and school board president.	Local policy actors are able to foil or transform central initiatives. Importance of the role of the principal, teacher collegiality, assistance from local university, opportunities to draw on external assistance that directly links to local needs. School climate affects way in which ideas, changes and personal values thrive.
Newton (1987)	Change in small rural schools	Students' and teachers' perceptions.	A combination of external, financial support, leadership from the superintendent, and support from school board. Teachers perceived their own resources, and central office (of a Canadian school board) offered more support than from the local community.
Flinders (1989)	Voices from the classroom: Educational practice can inform policy	Teachers' and students' perceptions of what works.	Teachers need to seek alliances with students, so too do policy makers need to seek alliances with teachers by: developing supportive staff development programs; relinquishing tight control over classroom methods; revising stereotyped images of teachers; and recognising workloads issues arising from change implementation.
Ball, D.L. (1990)	Reflections and deflections of policy: The case of Carol Turner	One teacher's approach to implementation of state-wide curriculum reform - observations and interview	Text book messages may communicate to teachers about the mechanics of teaching. It is unlikely that they can assist teachers reflect on the theory of knowledge and learning.

Appendix A cont.: The results of searches of the literature for case studies of education policy implementation published prior to 1995

Table A-1 cont. Chronologically ordered overview of research relevant to education policy implementation case studies published prior to 1995—major focus on implementers' perceptions

Author/s (date)	Title	Major focus/ Data sources	Summary of relevant findings
Cohen (1990)	A revolution in one classroom: the case of Mrs Oublier	One teacher's approach to implementation of state-wide curriculum reform - observations and interviews	Teacher chief agents of instructional policy, insufficient guidance, support from policymakers, little more from school and district, obligations of teacher expanded without provision of increased resources for improvement.
Marsh & Odden (1990)	State-initiated curriculum reform in elementary school mathematics and science programs	Teachers selected randomly, interviewed and observed re curriculum and practice to determine use of state curriculum framework.	Antecedent phase of policy is crucial – building local capacity – developing networks. Importance of professionalism based on expertise and linkage of top-down and bottom-up implementation. Policy initiatives very importance to each phase of policy. Intensive ad hoc, site-based efforts can be very effective where district lacks expertise, time and resources.
Peterson (1990)	Doing more in the same amount of time	One teacher's approach to implementation of state-wide curriculum reform - observations and interviews	The teacher's new practice was a mix of the old and new; building on what is already known Time needed to work out how to implement the change and to reflect on practice. Time, support and access to new knowledge, and encouragement to learn and develop own knowledge. Ownership of and belief in the change crucial. Expectation that the teacher would do more with the same amount of time and resources.
Pugh (1990)	An evaluator ponders: What motivates policymakers?	How research and evaluation are used in education policy formulation –teachers' & students' perspectives surveyed	Importance of appropriate use of research. More attention to student perspectives' may improve implementation effectiveness of education policy.
Wiemers (1990)	Transformation and accommodation: A case study of Joe Scott	One self-described "traditional" teacher's approach to implementation of state-wide curriculum reform – observations and interviews	Changing practice takes time, influence to change more from desire to provide students with effective learning tools rather than changes in teacher's beliefs, fundamental change in teacher's beliefs & knowledge not easy, tendency to view change as add-on rather than fundamental re-organisation & intellectual & organisation supports essential
Wilson (1990)	A conflict of interests: The case of Mark Black	One teacher's approach to implementation of state-wide curriculum reform - observations and interviews	Teachers are learners who need support and nurturing, help to view things differently – time and assistance to explore their assumptions, to match methods to goals, practice and experience with new strategies in safe and supportive contexts

Appendix A cont.: The results of searches of the literature for case studies of education policy implementation published prior to 1995

Table A-1 cont. Chronologically ordered overview of research relevant to education policy implementation case studies published prior to 1995—major focus on implementers' perceptions

Author/s (date)	Title	Major focus/ Data sources	Summary of relevant findings
Van der Vegt (1993)	The Netherlands: Schools as partners in the implementation of a central reform policy: Comprehensive primary school change in the Netherlands	Implementation in schools. Schools' responses to external policy inducements for major change. Principals' and teachers' implementation of change	Mediation of policy objectives occurs in local contexts. Schools have to interact with policies, and with programs and schemes designed for regulating policy implementation. Implementation structures situated closely to daily teaching-learning practices more likely to influence teaching behaviour. Technical, social-emotional, operational /administrative supports add to school's capacity to engage in change.
Dellar (1994)	Implementing school decision-making groups: A case study in restructuring	Document analysis, observations, surveys and interviews – minor focus on teachers	Change dependent on context. Collaboration amongst stakeholders enhances policy outcomes. Resistance by policy implementers is a powerful influence..
Johnston & Hedeman n (1994)	School level curriculum decisions, a case of battling against the odds	A case study. A group of teachers working collaboratively to develop a school policy. Observations of the group audio-taped, state behaviour consultant interviewed	Collaboration: entails genuine support; militated against by the private and individual nature of teaching. Intended and unintended outcomes of change occur. Importance of: time and place for teachers to collaborate; teachers' non-classroom teaching roles; teachers' possession of skills and knowledge specific to the implementation of a change.

Appendix A cont.: The results of searches of the literature for case studies of education policy implementation published prior to 1995

Table A 2 Chronologically ordered overview of research relevant to education policy implementation case studies published prior to 1995—data gathered, in part, from implementers

Author/s (date)	Title	Major focus/ Data sources	Summary of relevant findings
Alberta Dept of Education (1992)	Integrated services executive summary and review: Yellowhead School Division No. 12	Range of documents, parents interviewed, observations in schools, teacher surveys (Likert scale responses only)	School leadership overlooked, administrators' support essential. Staff involvement in early policy development reduces hostility. Networking and learning time for implementers important. Change takes time, 12-15 years. Will to succeed more important than funds.
Haughey, Townsend, O'Reilly & Ratsoy (1993)	Toward teacher growth: A study of the impact of Alberta's teacher evaluation policy	Policy document analysis, literature review, interviews with sample of stakeholders. Reported in detail.	Importance of teachers' perceptions of school, orientation as a learning community, collegiality, sharing practice, principals' attitudes and behaviour towards: teachers; teachers' learning, and teachers' preference for colleagues as sources of ideas and support; & students.
Parkay & Damico (1993)	The United States of America: Negotiating the implementation of educational policy in an urban American high school	Implementation of a district-wide policy at one school. Data from a range of policy actors.	There is disparity between articulated and actual policy. Highly political nature of school restructuring. Barriers to implementation need to be better understood.
Van Tulder, van der Vegt & Veenman (1993)	In-service education in innovating schools: a multi-case study	3-phase study: (1) in-service education "experts"; (2) in- service teacher - trainees, and - educators; school administrators and school counsellors; (3) interviews included teachers, document analysis and incidental observations	School-wide and classroom outcomes varied. Three variables influenced school's instrumental capacity to use the program: "acquisition" - alignment of the program with schools' goals; "positioning" - alignment with practical implementation strategies on a regular basis; "modification" - implementation experiences and resultant needs influence modifications to the program (pp. 136-138)

Appendix A cont.: The results of searches of the literature for case studies of education policy implementation published prior to 1995

Table A 3 Chronologically ordered overview of research relevant to education policy implementation case studies published prior to 1995—Australian studies

Author/s (date)	Title	Major focus/ Data sources	Summary of relevant findings
Moyle (1989)	Implementation mechanisms for facilitating community participation in school management in Victoria, Australia	Macro policy study at an administrative level. Historical overview and analysis of documents.	Conflicts may develop between political and administrative agendas. Important to develop public awareness and involvement / local capacity is built through principal-, teacher- and parent-learning.
Harisun (1991)	Social justice resources schools: A case study of a school effectiveness strategy	Whole school change & role of principal as major facilitator. Action research & document analysis.	The rate of change varies amongst local contexts. The principal is a key person in change efforts. Industrial action is a factor that impacts on change.
Burke (1992)	Devolution of responsibility to Queensland schools	Policy development and early implementation – senior officers surveyed	Crucial role, and need for ownership, of stakeholders. Power sharing enhances policy outcomes. Influences of trust and responsibility are vital.
Dellar (1994)	Implementing school decision-making groups: A case study in restructuring	Document analysis, observations, surveys and interviews – minor focus on teachers	Change dependent on context. Collaboration amongst stakeholders enhances policy outcomes. Resistance by policy implementers is a powerful influence.
Johnston & Hedemann (1994)	School level curriculum decisions, a case of battling against the odds	A case study. A group of teachers working collaboratively to develop a school policy. Observations of the group audio-taped, state behaviour consultant interviewed	Collaboration: entails genuine support; militated against by the private and individual nature of teaching. Intended and unintended outcomes of change occur. Importance of: time and place for teachers to collaborate; teachers' non-classroom teaching roles; teachers' possession of skills and knowledge specific to the implementation of a change.

Appendix A cont.: The results of searches of the literature for case studies of education policy implementation published prior to 1995

Table A 4 Chronologically ordered overview of research relevant to education policy implementation case studies published prior to 1995—other than those involving implementers or Australian studies

Author/s (date)	Title	Major focus/ Data sources	Summary of relevant findings
Zigarmi, Goldstein & Rutherford (1978)	Implementing a new approach to discipline in a junior high school: A two-year study of interventions in a teacher corps project.	Descriptive study of change facilitators' interventions. Tool based on CBAM model used. Teacher behaviours described. Report focused on quantitative data.	Needs and concerns of individual teachers are crucial. Complex innovation takes three years or more to become embedded. Specific behaviours must be identified in order that teachers know what is expected.
Leithwood, Miller, Ross, Maynes & Mackeracher (1987)	The development of Ontario schools: Intermediate and senior divisions – 1984 (OSIS) and the initial phase of its implementation	Chief focus on principals. Documents.	Influential factors: The principal – personal beliefs and professional experiences, particularly in later stages of implementation. Principal's agreement with policy's goals. Clarity of policy specifications. Ongoing support from outside, including from other principals. Experienced principals looked more to external / systemic factors. Inexperienced principals looked more to in-school factors.
Roberts (1987)	Political conflict over bilingual initiatives: A case study	Implementation of a policy to establish a bilingual school - chiefly by document analysis	Conflicts inevitably arise during the policy process in a political sense and in relation to the targeted area to be changed. The actions within one local context are unlikely to be replicated by any other.
Pugh (1989)	Moving into the next phase of 'School Effectiveness' -with heavy baggage: An evaluation of a district-wide school improvement project	Micro-analytic case study of a "large urban" US public school system – data from student test results and assessment of school climate variables	Project implementation and related issues, in particular, insufficient period for project implementation, are the chief impediments to school improvement projects. Teacher empowerment is crucial in attempts to implement quality educational changes
Fetler (1990)	Refining a performance accountability system in California: A case study of a constitutional initiative	Comparison of models of accountability.	Groups tend to represent their own interests. Compromises, however, are necessary. A cooperative effort between legislators, bureaucrats, administrators, teachers and parents offers positive outcomes.

Appendix A cont.: The results of searches of the literature for case studies of education policy implementation published prior to 1995

Table A 4 cont. Chronologically ordered overview of research relevant to education policy implementation case studies published prior to 1995—other than those involving implementers or Australian studies

Author/s (date)	Title	Major focus/ Data sources	Summary of relevant findings
Ball (1993)	England and Wales: New relationships, new tensions	Role of secondary headteachers; gaps between headteachers' & teachers' views. National policy framework analysis, interviews with head-teachers and teachers	Disempowerment of teachers evident in policy discourse; importance of professional judgment; teachers, principals and superintendents must have, at a minimum, influence on decisions about curriculum, pedagogy, school organisation and allocation of resources.
Dale (1993)	New Zealand: Constituting school- centred leadership	Reforms to admin- istration of education "most brief and general outline"	Tensions between: school image and educational vision; professional v. managerial conceptions of school leadership
Nytell (1993)	Sweden: School leaders, state and local policy	Synthesis of pervious studies: detailed data not specified.	School leaders' role crucial in imple- menting mandatory policy & managing different expectations of mandator, implementers and other policy actors. School leaders need a knowledge base that enables them to work with abstract state policy and local "concrete" policy. Difference between administering and leading change highlighted.
Clarke (1994)	Planning for appropriate Information Technologies environments for schools (case study presented as an appendix)	One school's planning and implementation of a policy – the case study referred to inspection of school accounts & comments attributed to "the school"	The crucial role of informed planning by a school to enhance the likelihood of policy supporting effective practice.

Appendix B

Appendix B - contents: Sample of ethics documents: approval received and material sent to schools to introduce the study and invite participation

Item in Appendix B	Title	Page/s
B1a & B1b	Approvals— University Ethics Committee (Human Experimentation) and Education Department	276-277
B2a & B2b	Letter of Invitation to Principals Letter of Invitation to Key Teachers	278-279
B3	Information sheet	280-281
B4	Timeline	282-283

Appendix B cont.: Sample of ethics documents: approval received and material sent to schools to introduce the study and invite participation

Item B1a: Approval to conduct the study - University Ethics Committee (Human Experimentation)

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257 P02 JUN 25 '96 15:12

University of Tasmania

Office for Research

MEMORANDUM

to: Professor John Williamson
Education (Launceston)

from: Chris Hooper, Secretary,
Ethics Committee (Human Experimentation)

date: 23 October 1995

subject: **95174 An evaluation of the key teacher behaviour management program**

The Social Sciences Ethics Sub-Committee (Launceston) on 23 October 1995
recommended approval of this project.

Notes:

1. *One member suggested that participants should be advised that, on request, they may view the final report before it is disseminated to confirm the use of any material arising from their contribution to it. However, as there will be feedback to participating schools at each stage of the project, and written reports will not identify individual schools or participants, it may not be necessary to follow this suggestion.*
2. *Ed. D. is not an acceptable abbreviation for any degree - as far as I know.*

As a condition of approval you are required to report immediately anything which might affect ethical acceptance of the project, including:

- adverse effects on subjects
- proposed changes in the protocol
- unforeseen events that might affect continued ethical acceptability of the project

Approval is subject to annual review.

e.

Chris Hooper

Appendix B cont.: Sample of ethics documents: approval received and material sent to schools to introduce the study and invite participation

Item B1b: Approval to conduct the study - Education Department



2 November, 1995

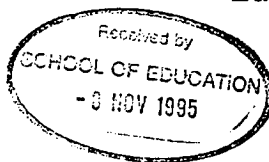
Reference: JGK:KC

Contact: John Kitt - (002) 337949

Department of Education & the Arts
18 Bathurst Street Hobart
GPO Box 169B Hobart
Tasmania Australia 7001
Tel: (002)33 8011 Fax: (002)31 1576

Jan 11 + file
(J)

Education & the Arts



Ms Christine Gardner
Elphin Rise School
34 Tudor Avenue
NEWSTEAD Tas 7250

Dear Ms Gardner,

RE: AN EVALUATION OF THE KEY TEACHER BEHAVIOUR MANAGEMENT PROGRAM

I have been advised by the Departmental Consultative Research Committee that the above research study adheres to the guidelines that have been established and there is no objection to the study proceeding.

A copy of your final report should be forwarded to John Kitt, Superintendent Professional Development, Department of Education and the Arts, GPO Box 169B, Hobart 7000.

My permission to conduct the research study is given provided that each Principal is willing for the school to be involved.

Yours sincerely,

G Harrington
DEPUTY SECRETARY (EDUCATION)

c.c. All District Superintendents
John Kitt
Professor John Williamson, University of Tasmania (Launceston)

Appendix B cont.: Sample of ethics documents: approval received and material sent to schools to introduce the study and invite participation

Item B2a: Letter of Invitation to Principals

LETTERS LINKED TO A DATA BASE—MAIL MERGE

«principal»

«school »

«street»

«suburb»

Dear «dear p»

As part requirement for my studies for the degree of Ed. D. I am conducting an evaluation of the Key Teacher Behaviour Management Program for which I have D.E.A. and University of Tasmania approval. Please see the enclosures with this letter. I am writing to you to request approval to conduct interviews with the following people: (1) your school's key teacher, «key tr», and, (2) one other teacher.

Involvement requires participants being interviewed three times before the end of 1997. Please see the attached schedule and interviews for further information regarding the timetable and proposed questions. It is anticipated that each interview will take no longer than one hour.

In addition I would like to be able to obtain a copy of your school's documentation of Behaviour Management practices twice during the course of the evaluation, i.e., around the time of the series of interviews which take place during stages 1 and 3 of the study.

Please advise me of a teacher you suggest I may contact to request their participation as participant (2).

Please note that I am keenly aware of the need to assure the anonymity of both schools and individual teachers in any written report based on the data obtained. I guarantee therefore, every effort will be made to maintain confidentiality in compliance with the University of Tasmania's Ethics Committee.

Please refer to the information headed "Consent Form" for details of participation in this study.

If you have any questions please do not hesitate to contact me. I would be pleased to talk with you in person or on the telephone about the project.. Thank you for your anticipated assistance with the evaluation.

Appendix B cont.: Sample of ethics documents: approval received and material sent to schools to introduce the study and invite participation

Item B2b: Letter of Invitation to Key Teachers

<<key tr»
«school»
<<street>>
«suburb»

Dear <<dear key tr»

As part requirement for my studies for the degree of Ed. D. I am conducting an evaluation of the Key Teacher Behaviour Management Program for which I have D.E.A. and University of Tasmania approval. Please see the enclosures with this letter. I am requesting your participation in this evaluation. I have obtained approval from your principal to conduct interviews with you and another teacher at your school if you agree to participate in the study.

Involvement in this evaluation requires participants being interviewed three times before the end of 1997. Please see the attached schedule and interviews for further information regarding the timetable and proposed questions. It is anticipated that each interview will take no longer than one hour.

In addition I have asked your principal to allow me to collect a copy of your school's documentation of Behaviour Management practices twice during the course of the evaluation, i.e., at the time of the interviews which take place during stages 1 and 3 of the study.

Please note that I am keenly aware of the need to assure the anonymity of both schools and individual teachers in any written report based on the data obtained. I guarantee therefore, every effort will be made to maintain confidentiality in compliance with the University of Tasmania's Ethics Committee.

Please refer to the information headed "Consent Form" for details of participation in this study.

I will be in touch soon by telephone to organise a convenient time for the first interview if you agree to participate. If you have any questions about the study, please do not hesitate to contact me. Thank you for your anticipated assistance with the evaluation.

Appendix B cont.: Sample of ethics documents: approval received and material sent to schools to introduce the study and invite participation

Item B3: The Information Sheet

THE INFORMATION SHEET

Title of investigation:

An Evaluation of the Key Teacher Behaviour Management Program

Name of chief investigator:

Professor John Williamson

Name of person who will have direct involvement with research subjects:

Ms Christine Gardner

Criteria of inclusion or exclusion:

Approximately half of the schools participating in the northern districts program will be approached to participate in this investigation. For each of these schools, the request will be for the Key Teacher and one other teacher to be interviewed.

Two schools not participating in the program will be approached. The principals of these schools will be invited to complete an interview to identify reasons for nonparticipation and to gain information about how their schools are working in the behaviour management area.

In addition, three facilitators and a senior officer will be approached and invited to complete interviews.

Study procedure:

Each subject (Key teacher and other teacher) from schools participating in the program will be requested to be interviewed three times as per the schedule sheet. The interview will cover background questions and questions about the program and its relevance or otherwise to their school's practices.

The principals of these schools will be requested to allow the investigator having direct involvement with research subjects to collect copies of school documents pertaining to their behaviour management practices as per the schedule sheet.

The principals of schools not participating in the program will be requested to complete one interview as per the schedule sheet.

The three facilitators and the senior officer will be requested to complete one interview each.

Possible risks:

The possibility of others identifying individual responses is recognised. The written report will be such that no school or individual names will be used. Where necessary, an aggregation of results will be presented.

Confidentiality:

Every effort will be made to maintain confidentiality of research data.

Appendix B cont.: Sample of ethics documents: approval received and material sent to schools to introduce the study and invite participation

Item B3 cont.: The Information Sheet

Freedom to refuse or withdraw:

Participation in this investigation is entirely voluntary. Subjects who decide to take part in this study can withdraw at any time without prejudice.

For further information please contact:

Ms Christine Gardner phone (003) 314318

Concerns or complaints:

If you have any concerns of an ethical nature or complaints about the manner in which the project is conducted, you may contact the Executive Officer of the University Ethics Committee (Human Experimentation):

Ms Chris Hooper
Office of Research
University of Tasmania - Hobart
GPO Box252C
HOBART 7001

phone (002) 202763

Approval for this investigation: This project has received ethical approval from the University Ethics Committee (Human Experimentation) and complies with laws of the State.

Approval has been received from the Department of Education & the Arts to undertake this research.

Results of investigation:

These will be shared as follows:

- a seminar will be arranged so that those participating can be informed of the results - where participants are unable to attend, phone contact will be made to determine most satisfactory way of communicating information
- brief written reports of each stage to be available to the DEA and participating schools

Information sheet, schedule and consent form:

Each subject will be given copies of these sheets to keep.

Appendix B cont.: Sample of ethics documents: approval received and material sent to schools to introduce the study and invite participation

Item B4: The proposed timeline

*An Evaluation of the Key Teacher
Behaviour Management Program*

Schedule

1995

May - ongoing until conclusion of program

- collection of documents pertaining to the program

September - November

- interview stage 1
Key Teacher
one other teacher
- interview
Principals of non-participating schools
- collection of school's documentation of Behaviour Management practices

1996

January - February

- interviews with a Senior Officer
- interviews with three facilitators
Facilitator statewide
Facilitator regional
Facilitator regional
- data analysis and recording - stage 1

March

- feedback to schools
- feedback to DEA - method to be negotiated with DEA officer/s to whom I will report

April - June

- interview stage 2
Key Teacher
other Teacher

Appendix B cont.: Sample of ethics documents: approval received and material sent to schools to introduce the study and invite participation

Item B4 cont.: The proposed timeline

July -August

- data analysis and recording - stage 2

September

- **feedback** to schools
- feedback to DEA - method to be negotiated with DEA officer/s to whom I will report

1997

March-April

- interview stage 3
 - Key Teacher
 - other Teacher

June-July

- data analysis and recording - stage 3

August

- **feedback** to schools
- feedback to DEA - method to be negotiated with DEA officer/s to whom I will report

Appendix C

Appendix C - contents: The items used in the interviews and questionnaires, and their relationships to each of the four research questions

Item in Appendix C	Title	Page/s
C1	Research Question 1—Items for policy actor interviews and questionnaires	286
C2	<i>Research Question 2</i> —Items for policy actor interviews and questionnaires	287-288
C3	Research Question 3—Items for policy actor interviews and questionnaires	289-295
C4	Research Question 4—Items for policy actor interviews and questionnaires	296-300
Additional information in notes 1 and 2		

Note 1: All policy actors from whom data were gathered are listed under each of the research questions. To indicate which data from which policy actors were used to interrogate each of the research questions, the specific items from the interview or questionnaire are listed under the relevant policy actor heading. For example, only two questions asked of the senior officer and two questions asked of the Minister for Education pertain to policy actor data for Research Question 1.

Note 2: While all the items were used to gather data, during analysis the focus of analysis turned to relating an account of the policy. Some items that had been designed more with a view of evaluating specific aspects of the Program itself were analysed only to the point of describing policy trajectory, not to contribute to program evaluation. The researcher’s original intention was an evaluation of the Program: subsequently one result of reviewing a substantial amount of literature highlighted the potential to view this study as a story of policy, and the importance of regarding the study in this light, rather than application of an evaluative framework to a professional development program.

Appendix C cont.: The items used in the interviews and questionnaires, and their relationships to each of the four research questions

Item C1: Research Question 1 - Items for policy actor interviews and questionnaires

Describe the trajectory of the policy that led to the Key Teacher (Behaviour Management) Program. Research Question 1 entails an investigation of the history of the policy in order that its development is mapped to the time of the Ministerial announcement.

- *Key Teachers*
- *Other Teachers*
- *Principals of school that participated in the Program*
- *Principals of school that did not participate in the Program*
- *Facilitators*

-
- *Senior officer*

Interview

Q1 – Who initiated the policy that led to the KT(BM)P?

Q2 – Who had input into the shaping of the policy?

-
- *Minister*

Interview

Q1 – What was the context and what events led to your announcement of the KT(BM)P?

Q2 – What or where was the main influence that led you to announce the program in this form?

Appendix C cont.: The items used in the interviews and questionnaires, and their relationships to each of the four research questions

Item C2: Research Question 2 - Items for policy actor interviews and questionnaires

Describe the development and initial planning for the Key Teacher (Behaviour Management) Program prior to the implementation of the professional development program. Research Question 2 entails an investigation of influences on the development of the professional development program in order to map the policy's early implementation from the time of the Ministerial announcement to immediately prior to the commencement, with school personnel, of the professional development program.

-
- *Key Teachers*
 - *Other Teachers*
 - *Principals of schools that participated in the Program*
 - *Principals of schools that did not participate in the Program*
 - *Facilitators*
-

- *Senior officer*

Interview

Q3 – How was the decision to implement the KT(BM)P reached?

Q4 – How were the following decisions reached:

- schools to be targeted
- number of key teachers per school
- number of days for the program
- length of time over which the workshop days are spread
- content for the workshop days
- processes for the workshop days

Q5 – What are the purposes of the KT(BM)P?

Q6 – What are the expected roles and tasks of the KTs within their schools?

Appendix C cont.: The items used in the interviews and questionnaires, and their relationships to each of the four research questions

Item C2 cont.: Research Question 2 - Items for policy actor interviews and questionnaires

- ***Minister***

Interview

Q3 – Did you envisage how the training program would be implemented?

Q4 – Did you envisage a particular role that the trained teachers would perform in their schools?

Q5 – Were there any additional expectations that you had for the program in schools?

Appendix C cont.: The items used in the interviews and questionnaires, and their relationships to each of the four research questions

Item C3: Research Question 3 - Items for policy actor interviews and questionnaires

How was implementation into six school contexts of the Key Teacher (Behaviour Management) Program mediated by: the policy process; the broad context of the Department of Education; and the particular schools to which it was transferred?

Research Question 3 entails an examination of a range of data from policy actors and documents, including triangulation, in order to describe policy and contextual influences.

▪ **Key Teachers**

Round 1 – Interview

Demographic information: qualifications, years of teaching experience, no. of schools taught in, years in current school, current position (status), years in this position, knowledge of the KT(BM) selection process

Q1 – What do you understand to be the purposes of the Key Teacher Behaviour Management Program?

Q2 – In your view how useful to your school has your participation in the Program been?

Q3 – In your view what have been the strengths of the Program's — content?
— process or mode of delivery?

Q4 – In your view what have been the weaknesses of the program's — content? —
process or mode of delivery?

Q5 – Do you believe that your needs in regard to behaviour management have been addressed. (including discussion of specific needs, addressed and unaddressed)

Q6 – What have you gained from the initial workshop days that you believe you can use in your school?

Q7 – In your view what expectations have others had about the role or tasks you will perform as your school's Key Teacher (Behaviour Management)?

Q8 – Have you worked with any members of your district's support service in relation to Behaviour Management in your school since the Program started? (identify by role e.g. Guidance Officer, Behaviour Management team member) If so please give details of the kind of support they offered you.

Q9 – Can you attribute their involvement in your school's work in Behaviour Management to their participation with you in the Program?

Q10 – Do you wish to make any other comments?

Appendix C cont.: The items used in the interviews and questionnaires, and their relationships to each of the four research questions

Item C3 cont.: Research Question 3 - Items for policy actor interviews and questionnaires

Round 2 - Questionnaire

- Q1 – Why did your school choose to participate in the KT(BM)P?
- Q2 – How would you describe the level to which your involvement in the program has assisted the school in achieving its purpose for participation in the KT(BM)P?
- Q3 – Did you participate in then 1996 professional learning sessions? ▪ if “yes” please go straight to Q4, ▪ if “no” what do you believe prevented your involvement? (and then go to Q7)
- Q4 – Consider your experiences with the 1996 training (sessions listed). What were the strengths / weaknesses of these sessions?
- Q5 – Where, for you, has the greatest learning come from? Options provided: ▪ specific programs, ▪ experiencing specific processes, ▪ school visits, ▪ sharing with colleagues, ▪ sharing school policies, ▪ other (please specify)
- Q6 – Related to participation in inter-school visits: How many visits did you undertake and what comments would you offer about your visits or non-visits?
- Q7 – Related to networking: Have you had any contact during 1996 with Key Teachers from other schools or staff from your district’s support service that you can attribute to your (and their) involvement in the KT(BM) Program?
- Q8 – What do you see as the future of the contacts you have made with other colleagues? Perhaps you might comment on how you can assist in the maintenance and development of these.
- Q9 – Which KT(BM)P materials or processes are influencing your own professional practice?
- Q10 – Which KT(BM)P materials or processes are influencing your school’s whole-school behaviour management policy or practice?
- Q11 – Which KT(BM)P materials or processes are you using in work with other teachers in your school?
- Q12 – Can you identify specific tasks or roles you are performing because of your participation in the KT(BM)P sessions? OR Are these tasks/roles assigned to you because of your status/position within the school?
- Q13 – Do you wish to make any other comments?

Round 3 - Questionnaire

- 291

Appendix C cont.: The items used in the interviews and questionnaires, and their relationships to each of the four research questions

Item C3 cont.: Research Question 3 - Items for policy actor interviews and questionnaires

▪ ***Other Teachers***

Round 1 – Interview Demographic information: qualifications, years of teaching experience, no. of schools taught in, years in current school, current position (status), years in this position, knowledge of the KT(BM) selection process

Q1 – What do you understand to be the purposes of the Key Teacher Behaviour Management Program?

Q2 – To your knowledge what materials have been presented in the Program workshop sessions?

Q3 – To your knowledge what issues have been explored in the Program workshop sessions?

Q4 – In your view how useful to your school has your school's participation in the Program been?

Q5 – In your view what have been the strengths of the Program?

Q6 – In your view what have been the deficiencies of the Program?

Q7 – What are you aware of that has been shared with you and your school's staff as a result of the participation of your school's Key Teacher in the Behaviour Management Program?

Q8 – What expectations do you hold about the role or tasks that should be performed by your school's Key Teacher (Behaviour Management)?

Q9 – Do you wish to make any other comments?

Round 2 – Questionnaire

Q1 – Do you know why your school chose to participate in the KT(BM)P?

Q2 – If "yes", how would you describe the level to which you think the program has assisted your school to achieve the hoped-for outcomes?

Q3 – If "no", how would you describe the effect/s the KT(BM)P has had/is having on your school's behaviour management policy and practice?

Q4 – Have you heard any information about or reports from the KT(BM)P from any personnel at your school?

Appendix C cont.: The items used in the interviews and questionnaires, and their relationships to each of the four research questions

Item C3 cont.: Research Question 3 - Items for policy actor interviews and questionnaires

Q5 – Which KT(BM)P materials have been shared with you during 1996?

Q6 – To your knowledge, have any of the KT(BM)P sessions led to school-based professional development resulting in change in your professional practice?

Q7 – To your knowledge, have any of the KT(BM)P sessions led to school-based professional development resulting in change in your school's whole-school policy and practice?

Q8 – To your knowledge, is your school's KT(BM) performing any behaviour management roles in addition to those normally expected of their position in the school?

Round 3 – Questionnaire

Q1 – Are you able to identify any continuing benefits for your school from its participation in the KT(BM)P?

Q2 – Which KT(BM)P materials have been shared with you during 1996?

Q3 – To your knowledge, have any of the KT(BM)P sessions led to school-based professional development that influences your professional practice?

Q4 – To your knowledge, have any of the KT(BM)P sessions led to school-based professional development resulting in change in your school's whole-school policy and practice?

Q5 – Can you identify specific tasks or roles your school's KT(BM) continues to perform because of their role as KT(BM)? OR Are these tasks/roles assigned to them because of their status/position within the school?

Q6 – Do you see any connection between your KT(BM)'s role and the new MARSSS Program?

Q7 – What is your perception of your principal's support for the implementation of new whole-school policy and practice as a result of your school's involvement in the KT(BM)P?

Appendix C cont.: The items used in the interviews and questionnaires, and their relationships to each of the four research questions

Item C3 cont.: Research Question 3 - Items for policy actor interviews and questionnaires

▪ ***Principals of schools that participated in the KT(BM) Program***

Questionnaire

Q1 – Why did your school participate in the KT(BM)P:

- To fulfil a departmental expectation?
- To gain new perspectives on behaviour management?
- Other? (please specify)

Q2 – What do you understand to be the purposes of the KT(BM)P:

- To provide professional development in behaviour management to one teacher in your school?
- To help teacher in your school work more effectively with some students?
- To facilitate the professional development of all staff in the are of behaviour management through the training of a resource person?
- Other? (please specify)

Q3 – What role/s does your KT(BM) perform in your school:

- Resource teacher in BM?
- Referral point for behaviour problems?
- Professional development?
- Other (please specify)

Q4 – How has the KT(BM) been supported in their role in your school:

- Given time in staff meetings?
- A member of our school's SSE committee?
- Allocation of time within the school's timetable for their KT(BM) role?

▪ ***Principals from schools that did not participate in the KT(BM) Program***

Interview

Q1 – What reasons influenced your school's decision not to participate in the KT(BM)P?

Q2 – Knowing what you now know, and if your school now could make the judgment about participation in the Program again, what do you believe your school's decision would be?

Appendix C cont.: The items used in the interviews and questionnaires, and their relationships to each of the four research questions

Item C3 cont.: Research Question 3 - Items for policy actor interviews and questionnaires

▪ ***Facilitators***

Interview

- Q1 – What do you understand to be the purposes of the KT(BM)P?
- Q2 – Describe your presentation (content, materials, processes) at the workshops.
- Q3 – What issues did you explore with the Key Teachers?
- Q4 – What feedback have you received about the usefulness of your presentation?
- Q5 – What feedback have you received about the success of your presentation in addressing the needs of the Key Teacher participants?
- Q6 – What do you believe participants will have gained from the initial training days that they could use in their schools?
- Q7 – In your work with the Key Teachers what do you believe you have built into your presentation that they could use in their schools at a later date?

▪ ***Senior officer***

Interview

- Q6 – What are the expected roles and tasks of the KTs within their schools?
- Q7 – What practices would you expect to see implemented and developed as a result of schools' participation in the KT(BM)P?

▪ ***Minister***

Interview

- Q6 – Were you provided with any feedback about implementation of the Program between the time at which you announced the KT(BM) Program and the time you ceased being Minister for Education ?
 - Q7 – Have you followed the progress of the KT(BM) Program? If you have, how do you think it is progressing?
-

Appendix C cont.: The items used in the interviews and questionnaires, and their relationships to each of the four research questions

Item C4: Research Question 4 - Items for policy actor interviews and questionnaires

What were the policy actors' reports of the policy development and implementation process and how do their reports correspond with the extant literature? Research Question 4 entails an analysis of the reported experiences and feedback from policy actors and documents during policy implementation, including triangulation, in order to identify consistencies, and apparent inconsistencies, with the extant literature.

▪ ***Key Teachers, Other Teachers & Principals of schools that participated in the Program***

Interview (4a)

Key Teachers

- Q1 – What (content, materials, processes) do you recall from the KT(BM) sessions?
- Q2 – Which (of your responses to Q1) do you use now in your practice?
- Q3 – Which (of your responses to Q1) is embedded in your school's practice?
- Q4 – If the KT(BM) Program were to be offered for the first time in the future with hindsight would you choose to be a KT(BM)?
- Q5 – If you were to have a role in the initial planning of the professional development session, what (content, materials, processes, other?) would you keep, change or omit?
- Q6 – Would you like to make any other comments?
- Q7 – If, based on analysis of data gathered for this research project, I developed some recommendations for policy implementation in schools, would you be willing to make comments about these?

***Other Teachers
&
Principals***

- Q1 – What (content, materials, processes) are you aware of that is embedded in your school's practice?
- Q2 – If the KT(BM) Program were to be offered for the first time in the future with hindsight would you be in favour of your school's participation?
- Q3 – Would you like to make any other comments?

Appendix C cont.: The items used in the interviews and questionnaires, and their relationships to each of the four research questions

Item C4 cont.: Research Question 4 - Items for policy actor interviews and questionnaires

Other Teachers & Principals

Q4 – If, based on analysis of data gathered for this research project, I developed some recommendations for policy implementation in schools, would you be willing to make comments about these?

Based on analysis of the interviews with the Key Teachers, Other Teachers and Principals, an overview of the process that occurred in the KT(BM) Program was presented to participants. This overview included some suggestions about opportunities for teacher input at several stages.

The overview (4b) was worded as follows:

An overview of the process that occurred in the Key Teacher Behaviour Management Program

1. *Issue of inappropriate student behaviour emerged through:* ▪ the media, ▪ the Minister's awareness during his visits to schools, ▪ concerns expressed to the Minister.

2. *The issue was referred to the Tasmanian Education Council and the Department of Education:* the TEC drafted a paper, sought responses and wrote its final report, ▪ the Department responded and identified possible strategies.

At this stage, there needed to be a mechanism for teachers to be consulted.

☐ Essential

OR ☐ Not Essential

Comments _____

3. *Ministerial announcement*

4. *Implementation* – in this section 3 stages of implementation by the Department of Education (DoE) are identified and your response is requested for each stage.

Appendix C cont.: The items used in the interviews and questionnaires, and their relationships to each of the four research questions

Item C4 cont.: Research Question 4 - Items for policy actor interviews and questionnaires

Overview of the process (4b) cont.

▪ *Implementation by the DoE*

Key Teacher Behaviour Management Reference Committee met to plan the professional development sessions

Please note: The following box contains the first of two possible scenarios. You may wish to read both scenarios before completing the first one.

First, at this stage, there needed to be a mechanism for teachers to be consulted.

☐ Essential

OR ☐ Not Essential

Comments _____

Second, at this stage, teachers should have been *represented* at the meetings.

☐ Essential

OR ☐ Not Essential

Comments _____

▪ *Implementation by the DoE*

Provision of financial resources for the Program, including professional development, staffing, release from some teaching responsibilities

These resources were needed to enable Key Teachers to have time to perform their KT(BM) roles in their schools both during and subsequent to the professional development sessions.

☐ Essential

OR ☐ Not Essential

Comments _____

Appendix C cont.: The items used in the interviews and questionnaires, and their relationships to each of the four research questions

Item C4 cont.: Research Question 4 - Items for policy actor interviews and questionnaires

▪ ***From the earlier Principals' questionnaire***

Four questions provided opportunities for participants to contribute data from an overall perspective of the interface between policy and individual school.

Q5 – Which of the following describes your perception of the success of the KT(BM) P in your school (please circle)? Scale provided ▪ “not worthwhile”, “of some benefit”, “many benefits”, and “excellent”; ▪ Please explain your choice.

Q6 – Which of the following terms would you to describe your perception of support provided by the Department for the KT(BM) Program? Perhaps you might compare this program to any other Key Teacher programs with which you have had experience? Scale provided ▪ “very poor”, “poor”, “satisfactory”, “very satisfactory”, and “excellent”; ▪ Please explain your choice.

Q7 – Which of the following terms would you to describe the effect of departmental support on KT(BM)P implementation in your school? Scale provided ▪ “none”, “little”, “quite a bit”, and, “a lot”; ▪ Please explain your choice.

Q8 – Do you wish to add any other comments?

▪ ***Principals from schools not participating in the KT(BM) Program***

Interview

Q1 – What factors influenced your school’s decision not to participate in the KT(BM) Program?

Q2 – Knowing what you now know, and if your school could make the decision again, do you believe your school would or wouldn’t participate in the KT(BM) Program?

▪ ***Facilitators***

▪ ***Senior officer***

▪ ***Minister***

Q6 – Since your announcement of the KT(BM)P to the time you ceased to be Minister for Education, were you provided with any feedback about the implementation of the program?

Q7 – Did you follow, or have you followed, the progress of the KT(BM)P. If so, how do you think it is progressing?

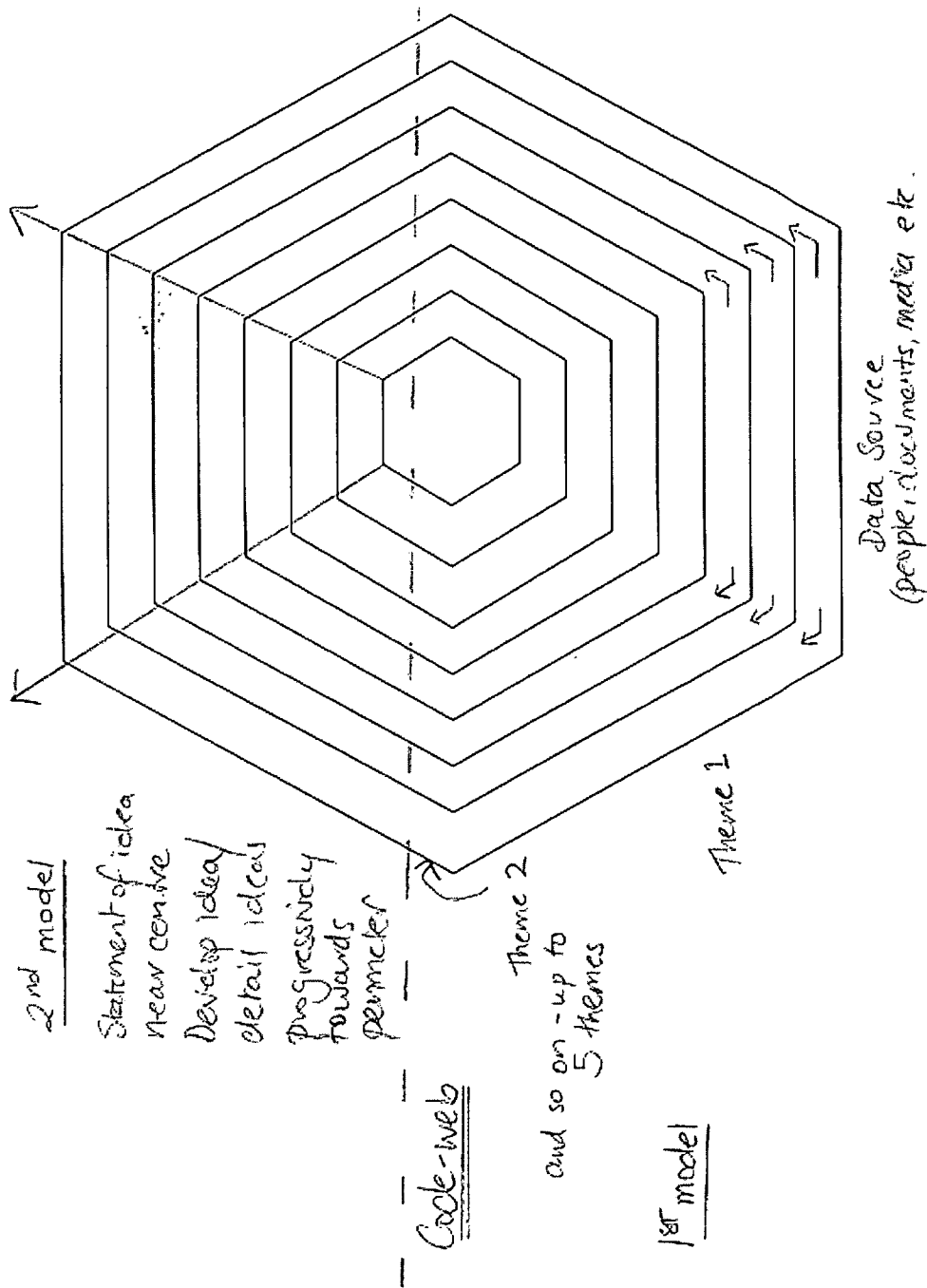
Appendix D

Appendix D - contents: Code-webs

Item in Appendix D	Title	Page
D1	Code-web: design of the two models	303
D2	Coding in preparation for designing the code-webs	304
D3	Code-web 1 (interrogation of Research Question 1, Figure 4-7, p. 112)	305
D4	Code-web 2 (interrogation of Research Question 2, Figure 5-5, p. 129)	306
D5	Code-web 3 (interrogation of Research Question 3, Figure 6-4, p. 166)	307
D6	Code-web 4 (interrogation of Research Question 4, Figure 7-2, p. 185)	308

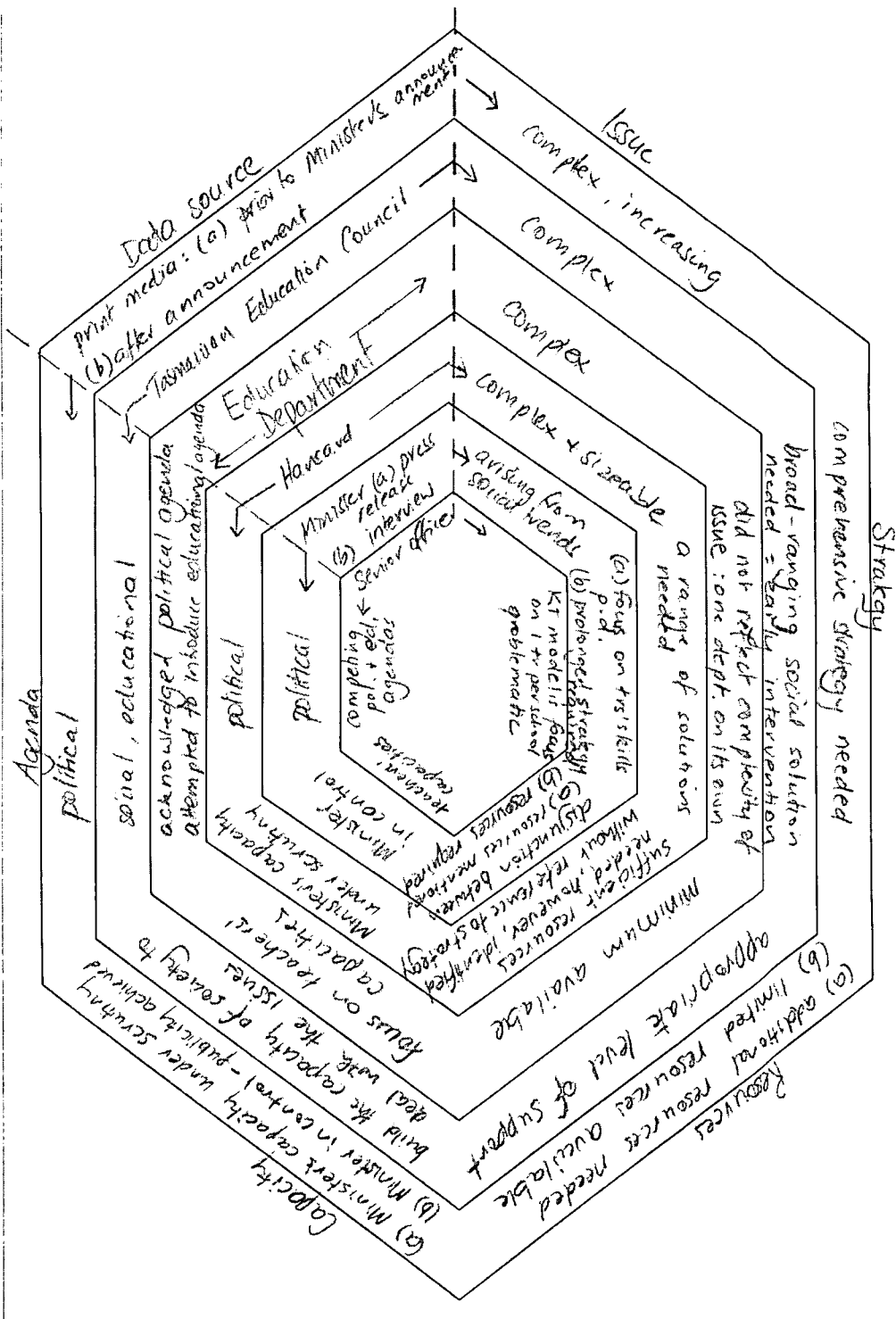
Appendix D cont.: Code-webs

Item D1: Code-web – development and design of the two models



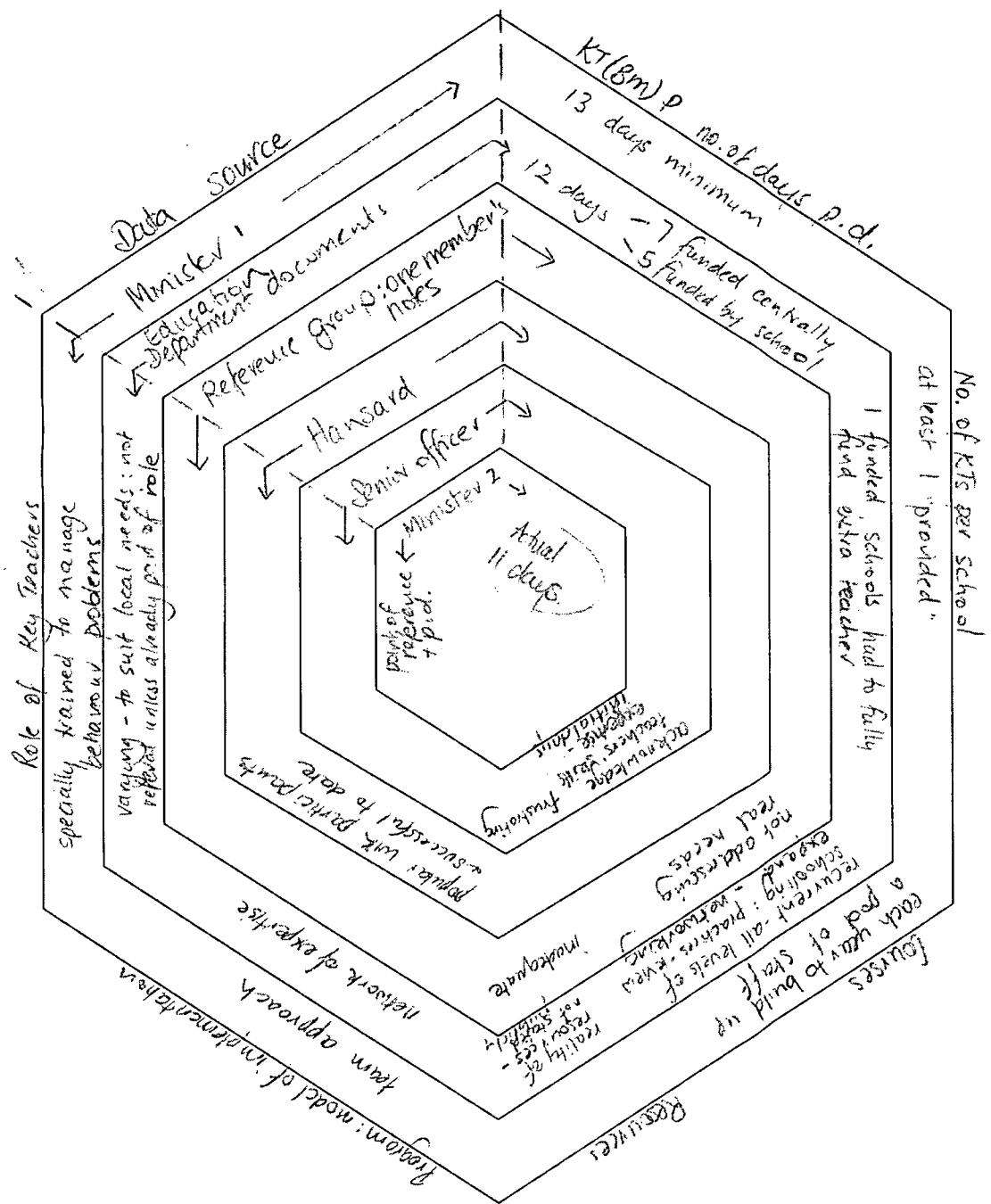
Appendix D cont.: Code-webs

Item D3: Code-web 1 (interrogation of Research Question 1, full-page version of Figure 4-7, p. 112)



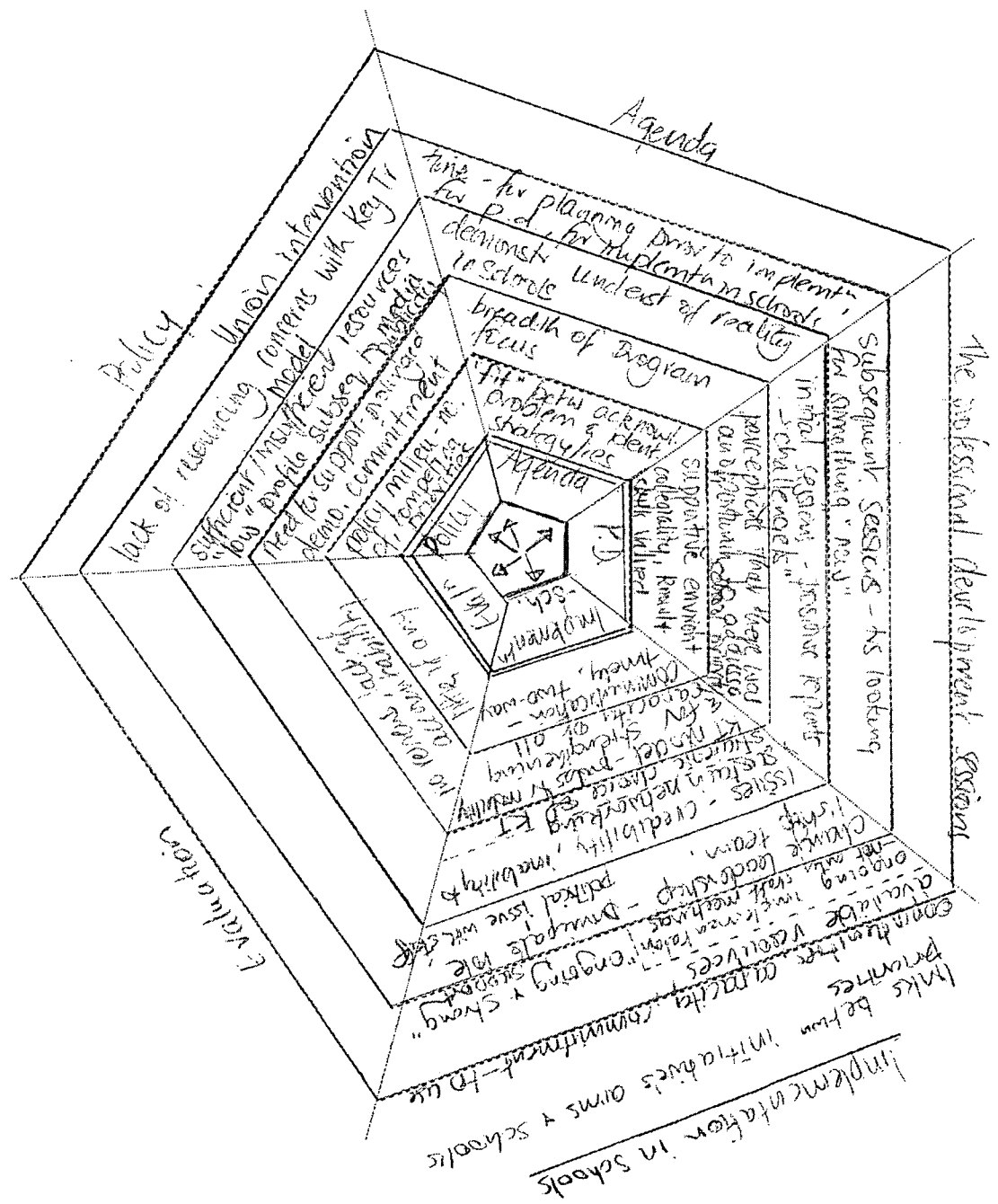
Appendix D cont.: Code-webs

Item D4: Code-web 2 (interrogation of Research Question 2, full-page version of Figure 5-5, p. 129)



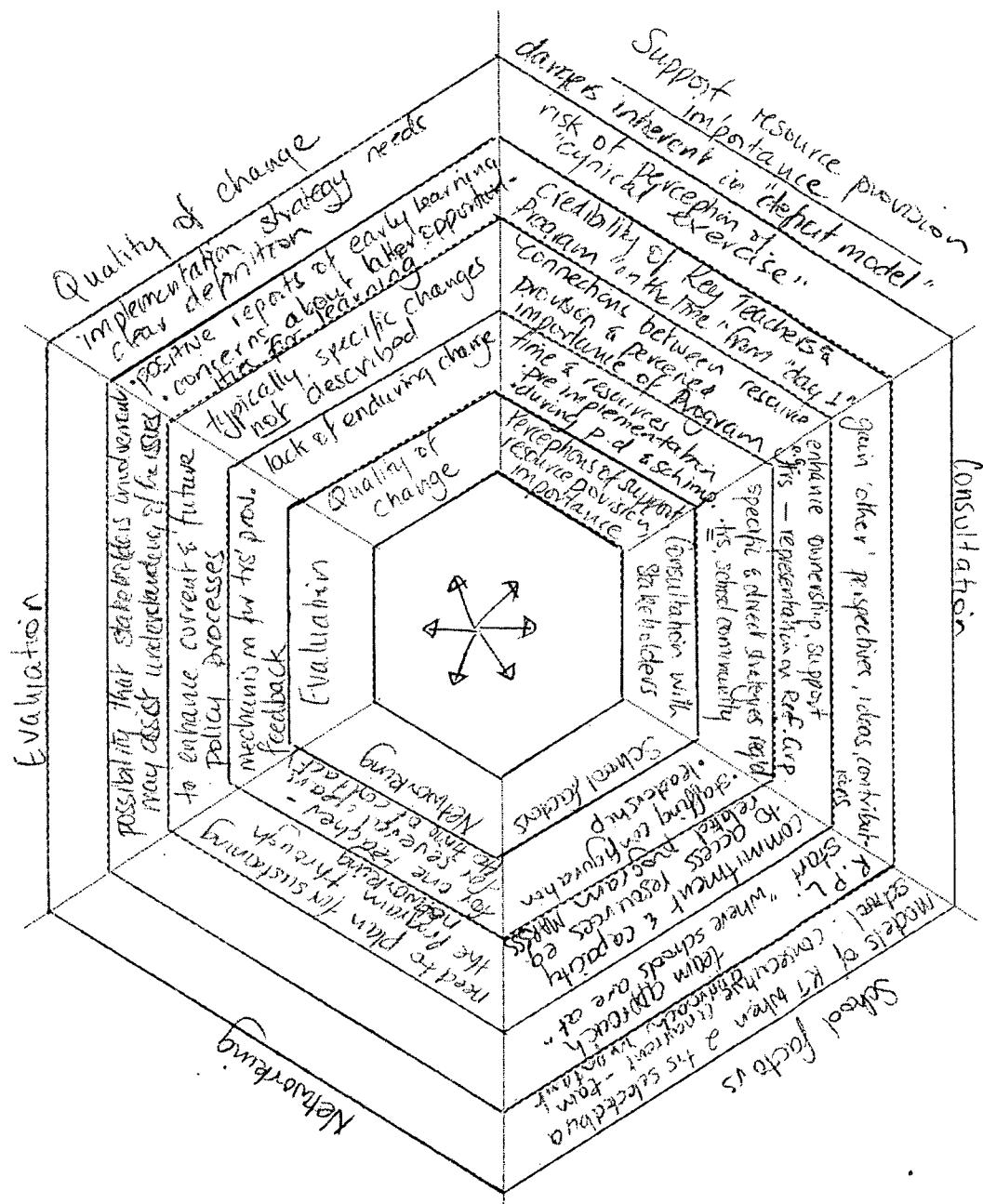
Appendix D cont.: Code-webs

Item D5: Code-web 3 (interrogation of Research Question 2, full-page version of Figure 6-4, p. 166)



Appendix D cont.: Code-webs

Item D6: Code-web 4 (interrogation of Research Question 4, full-page version of Figure 7-2, p. 185)



Appendix E

Appendix E - contents: Samples of data and coded data from the print media – list of items

Item in Appendix E	Title	Page
E1	Sample of data from the media	311
E2	Sample of coded data	312

Appendix E cont.: Samples of data and coded data from the print media — list of items

Item Et: Sample of data from the media

Something needs to be done: P&F

The State Parents and Friends Association President, Mrs Julie Roberts, said parents were aware of the level of the problem of school discipline and it was an issue the whole community had to face.

Mrs Roberts said that parents were worried about the level of violence in schools and the disruptive effect on class members.

"I have had parents calling to ask me what they can do and where can they go. We can't bury our heads in the sand to what's happening. We need to do something immediately."

"It's a problem the whole community has to face — we can't just blame schools for the problem."

"We need extra support staff. Teachers are not trained social workers, yet the problem often have a social factor behind them."

"Sometimes parents feel like they are hanging their heads against a brick wall. It's not just a school problem but a community problem. In society in general youth violence is increasing."

"They are frustrated and take it out on whoever is there."

A lot of schools are formulating their own discipline procedures but they can only go so far with limited resources, she said.

Mrs Roberts said that on the mainland recently a child had died after being bashed at school.

"I'd hate to see Tasmanian schools go in the same way as mainland States. We need to do something immediately," she said.

Some behaviour 'is serious'

The Education Minister, Mr Brown, said that each day teachers had to deal with the social and personal problems many children bring to school.

"The volatility and instability of our society is magnified in the school setting where a limited staff must cope with a large number of children in one place for a lengthy period each day," he said.

Mr Brown said that building a positive environment in schools and colleges ranks among the highest priorities of Tasmanian education.

He said that some schools had developed a positive discipline policy.

"Despite the development of positive programmes in schools, there remain a small number of students whose behaviour is serious," Mr Brown said.

"There is currently considerable effort being made to address this problem."



Mr Brown

3. All articles June 1, 1993 The Examiner p.4

CRESAP cutbacks are now hitting home

The impact of CRESAP cutbacks is now hitting home in Tasmanian state schools.

Many of the discipline problems arise because students are either bored because a subject is not challenging enough or they find they can't handle the subject and are disruptive to cover their inability to cope in class.

The options of schools taking individual students or small groups out of the classroom for teaching are limited by a lack of staff.

"Many teachers are feeling guilty about not spending time with problem children," said one teacher.

"A small percentage of kids are taking more than their fair share of teachers' time."

"There simply isn't the time there for counselling and one-to-one teaching that there was two to three years ago. Unfortunately, schemes to treat such problems as poor literacy are not being backed by resources."

Other teachers were more philosophical about staff cutbacks. "We've got to work with what we've got," one teacher commented.

5.

Some extreme cases of abuse

A female teacher arrived to class to find herself completely surrounded by a group of students wanting to see the assignments she was carrying. She refused and they began physically threatening her and grabbing of the assignments.

A grade nine boy opened a flick knife in the face of a teacher because she gave him an instruction. The principal was called and was cut on the face in trying to disarm the boy.

A teacher entering a class had a door "accidentally" pushed into her face.

A problem grade seven student repeatedly refused to get on with his work and then told the teacher she was a f..... moll.

Withdrawn from the class room neatly.

A teacher was calmly threatened by a student who said he knew where the teacher's daughter went to school and that "she would be pretty easy to get at".

A chair was picked up and thrown at a teacher who was in the process of administering a student.

The husband of a teacher rang The Examiner to say his wife had been verbally abused.

Requested to put his feet down and get on with his work, the student pointed-blank refused: "Nup. Make me. I don't feel like work today."

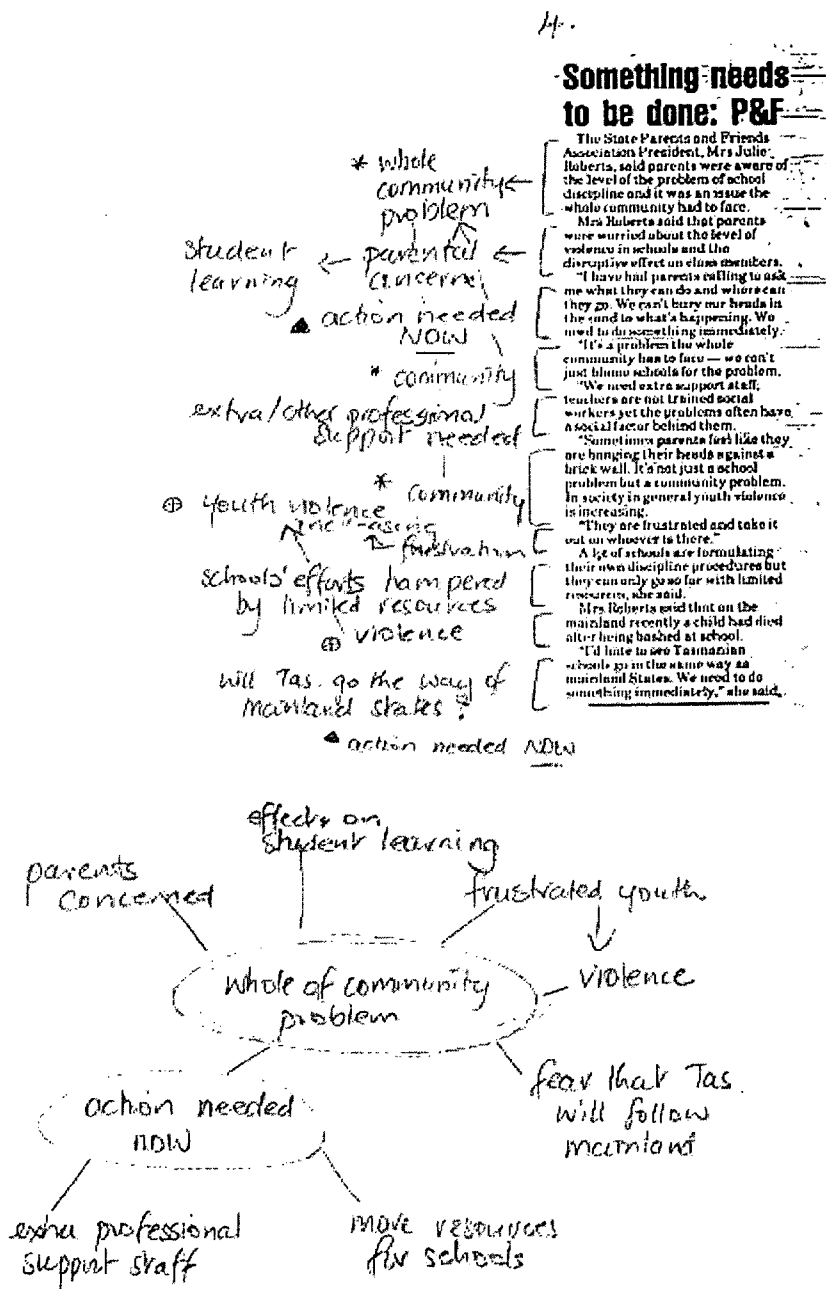
A teacher is continually mimicked by students while she tries to assert her authority in class.

A student in trouble challenges a teacher and warns against any physical contact, "You can't touch me. I know my rights," she shouts.

A second student intervenes in a situation where another student is being disciplined for ...

Appendix E cont: Samples of data and coded data from the print media – list of items

Item E2: Sample of coded data



Appendix F

Appendix F - contents: Sample of data from Hansard

Item in Appendix F	Title	Page
F1	Sample of data from Hansard	315-317

Appendix F cont.:

Item F1: Sample of data from Hansard

appropriate function of distance education? If so, is the unit going to be resourced differently in order to cope with that? It seems to me - and I will ask in a minute about strategies for inappropriate ◀ behaviour ▶ - that if it is going to serve that function increasingly, we need to look at a different allocation pattern.

Mr. BESWICK - I will respond in general terms and Mr Harrington might be able to respond as far as numbers are concerned.

I think it would be premature at this stage to say there will be an increasing use of the ◀ School ▶ of Distance Education for that particular purpose, although certain strategies obviously will be looked at, and one of the things that will occasion such a review of what we are doing is the report on inappropriate ◀ student ▶ ◀ behaviour ▶ which has been prepared by the Tasmanian Education Council. As members are obviously aware, I did make reference to the Tasmanian Education Council on the issue of inappropriate ◀ student ▶ ◀ behaviour ▶ and it has prepared a report as a result of its investigations which identifies a number of the strategies that are being used and are suggested as being appropriate. In fact there is a whole range of strategies that can be used and optional initiatives that might be taken in this area. We will need to look at that range of strategies and determine what we believe is the appropriate response to that need as perhaps spelt out more in the Tasmanian Education Council's report than has been done previously. I think there will be a continuing role for distance education in some cases, but it would be premature at this stage to say just to what extent that will be used as opposed to other strategies.

reference to
TEC's
report

I suggested that Mr Harrington might be able to provide further details. I do not know whether he can -

pressure?

Mr HARRINGTON - I am sorry, minister, I do not have those figures available but we will have them before the day is out.

Mrs MILNE - And the resourcing levels for each of the students; what resource is allocated to them?

Mr HARRINGTON - Yes.

Mr FIELD - Can I ask what information is being provided.

Mr HARRINGTON - My understanding is the information we are providing relates to the number of students currently enrolled at the ◀ School ▶ of Distance Education as a result of behavioural problems and what level of resourcing accompanies those students. If the member wants information on individual students, we might not be able to provide that today.

Mrs MILNE - It does not matter if it does not come today, Mr Chairman; when the department can provide it will be satisfactory.

Appendix F cont.:

Item F1 cont.: Sample of data from Hansard

Mr FIELD - Is the minister happy with the staffing formula?

Mr BESWICK - I think it is a reasonable formula but we are in fact reviewing it at present.

Mr FIELD - That is why I asked - because I am aware of that and I wonder why it is being reviewed.

Mr BESWICK - Views are expressed from time to time about whether it is the ideal formula or whether it can be improved. The department is conducting a review at present, collecting views from schools as to whether there are elements of the present formula which maybe are not appropriate or could be changed to make them more responsive to real needs as opposed to perceived needs, but that is a process that has not been completed at this stage. It is appropriate from time to time to review the way we are doing things. The allocation of teachers to schools will inevitably always be an area that leads to debate as to whether it is being done in the fairest possible way.

Mr FIELD - When will this review be completed and will any changes be implemented for the next ◀ school ▶ year?

Mr BESWICK - I think the expectation is that, if there are changes, they would be applied in the allocation of students to schools in the next ◀ school ▶ year. That would be the intention.

Mr FIELD - When will we know? Will there be sufficient notice of that for schools and so on? We are not just going to get to the end of the year and hear an announcement on the last day of ◀ school ▶, are we?

Mr BESWICK - No. Mr Harrington might like to answer that.

Mr HARRINGTON - The schools have been very heavily involved in the process of review all through the year and a couple of weeks ago they were sent a formula which shows the distribution for schools which resulted from all the input we have had during the year. They have been given until the end of this term - which is today in fact - to respond to that. When those responses are collated a proposal about any revision of the formula will be put before the minister. Schools will be notified at the same time as they normally are, which is around the beginning of October, what their staffing arrangements will be for next year. But it will not come out of the blue; the schools have been heavily involved in the process all the year.

Mrs MILNE - I would like to return to the question of government initiatives on violent and inappropriate ◀ behaviour ▶. I accept what the minister has said about the Tasmanian Education Council now having provided government with its response to that. Is there any specific allocation in the budget to implement any initiatives that might come from that in order to deal with violent and inappropriate ◀ behaviour ▶ over and above the ◀ School ▶ Support Services allocation? Secondly, has the department or the

inapprop. be hav
Questions re strategies

Appendix F cont.:

Item F1 cont.: Sample of data from Hansard

minister given any thought to an annexe-type arrangement within districts, to look at the possibility of providing students who do not fit happily into the normal schooling arrangement the ability to turn up at a certain school?

Mr BESWICK - The member might recall that at the end of last year when we provided some additional funding for education one of the elements of that was an amount of \$350 000 which we allocated to the districts - \$50 000 for each district - to develop programs for students with behavioural problems. That funding is continuing this financial year. In addition to that there was an additional allocation of \$100 000 for a pilot program to develop further strategies for handling children with behavioural problems. We have not as yet determined what form that pilot project will take, but the funding is there because the need has been identified. Especially in view of the fact that we have had the Tasmanian Education Council looking at the problem, we felt that it was appropriate to make some additional funding provision so that such a project could get under way once we determined, having looked at all the possibilities, what form it ought to take.

Mrs MILNE - So there is \$100 000 for a pilot in that area.

Mr BESWICK - In addition to the \$350 000 that we provided last year which is continuing.

All three from Friday 26 August 1994 - Estimates Committee A - Part 1 - Pages 1 - 47

prev funding
cent.
\$100,000
for a
pilot
project
budget
identified
prior to
strategy
(policy
cycle).

Appendix G

Appendix G - contents: Detail from the Department’s response to the Tasmanian Education Council Report

Item in Appendix G	Title	Page
G1	Detail from the Department’s response to the Tasmanian Education Council Report	320-321

Appendix G cont.:

Item G1: Detail from the Department's response to the Tasmanian Education Council Report

5

ATTACHMENT A

**INTENSIVE PROFESSIONAL DEVELOPMENT PROGRAM
TO TRAIN ONE KEY TEACHER IN EVERY SCHOOL**

- Tasmania does not provide any centrally resourced professional development to give some teachers particular skills in handling students with inappropriate behaviour. It would be appropriate to have at least one key teacher in every secondary school who received such additional training. This would provide each school with a trained staff member who could act as a point of reference for behavioural difficulties within the school and liaise with district support staff. This trained staff member could also be used to deliver professional development packages within the school, such as the "Positive Teaching Packages" designed to be run with whole school staff. prev. no central resources for b m RL
1 refer
2 liaise
3 p.d.
- A minimal period of time for such training would be twenty days. It is emphasised that where such a program has been offered in other states it is usually for a period of between one term and a full year. min of 20 days
other states
1 term +
- The course should be ideally offered every year to build up a pool of staff. It is suggested that different courses would be appropriate to primary and to secondary staff and these could be rotated every two years. cyclic pool of staff
- The major costs of such a course would be relief days for teachers. At no additional cost district support service staff could be included as these staff do not require relief. no present relief
- At least some of the course should be run during school vacations. One week (five days) could be run in February and a further week divided between the June and September holidays (five days). The remaining ten days would be provided during term time. 10 days
+ vacat
10 days
term time
- A program would include the following:
 - (1) basic behavioural management and recovery strategies, including the "Positive Teaching Package" (Wheldall and Merrett);
 - (2) devising and implementing individual programs (including knowledge of different community placements, distance education materials, work experience and part time schooling);
 - (3) proper use of discipline sanctions such as suspension and expulsion;
 - (4) counselling, mediation and conflict resolution;
 - (5) professional assault response training; and
 - (6) social skills training programs and teaching alternatives to inappropriate behaviour.Program aspects to be included
variety of programs + strategies
- The program would be planned and implemented by district support staff, officers from Educational Planning and Educational Programs and the possible use of interstate speakers such as Kevin Wheldall, Bill Rogers and Helen McGraw. poss. use of interstate speakers

Appendix G cont.:

Item G1 cont.: Detail from the Department's response to the Tasmanian Education Council Report

6

- Costing would depend on the number of staff trained:

- Basic costs for accommodation, travel, interstate speakers, meals and venues

Costs
proposed actual
\$10,000

- Cost per teacher for relief – \$1750

(one teacher from every secondary and senior secondary school:
42 x \$1750)

\$73,500 ✓

proposed →

actual →

\$175 per teacher per day x 60 x 7 (days) = 73500

6 days 1995
1 day 1996

Appendix H

Appendix H - contents: The Press Release

Item in Appendix H	Title	Page
H1	The Press Release	324-325

Appendix H cont.:

Item H1: The Press Release

TASMANIAN GOVERNMENT Media Release

John Beswick MHA
Minister for Education and the Arts
21 February 1995

Every Tasmanian secondary school and college will be provided with at least one key teacher specially trained to handle students with behaviour problems, the Minister for Education and the Arts, Mr John Beswick, announced today.

* extg?
"provision"
of a
"trained"
teacher
+ role

The initiative is one of a number announced today by Mr Beswick as part of the State Government's response to a Tasmanian Education Council report on inappropriate student behaviour, which was released earlier this week.

initiative
Minister's
announcement

Mr Beswick said the report, which followed 200 responses to a discussion paper circulated last year, highlighted the fact that the issue was very complex and that there were no simple or quick-fix solutions.

consultative
process
complex
problem

"The key teacher program will incorporate a minimum of 13 days' training and by offering the course each year it is expected that a pool of specially trained staff can be built up to help deal with behaviour problems," he said.

minimum
of 13 days
develop a
pool of
staff

"The training will incorporate the proper use of discipline sanctions, counselling, mediation, conflict resolution, professional assault response training, social skills training and teaching alternatives to inappropriate behaviour.

* supply
Program?
array of
content
& skills

"In addition, the program will also provide training for a guidance officer and staff from the District Student Support Service, so there will be a team of at least three people equipped to deal with inappropriate student behaviour," Mr Beswick said.

enabling
a
"team"
approach

...12

Appendix H cont.:

Item H1 cont.: The Press Release

2

"Such a team approach to professional development has already worked very successfully in the prep literacy program, with resource teachers working alongside classroom teachers.

... as per previous success

* but not the same model

"I hope that we will be able to repeat that pattern of success under the key teacher training initiative."

previous success

Mr Beswick said the State Government would also be taking a number of other steps this year to address the problems identified in the Tasmanian Education Council report.

Key Teacher Program

supported by other strategies

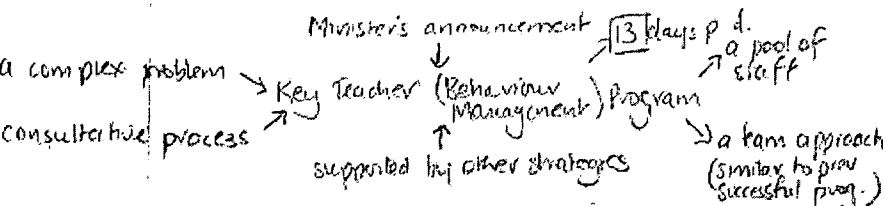
These include:

* (at least neutral)

- the preparation of a statement on the rights and responsibilities of students, staff and parents;
- a refocusing of the *supportive school environment program* in schools;
- sharing information on good behaviour management practices among education districts;
- assessment of the possible establishment of an interdepartmental clinic for students with severe attention deficit disorders;
- the targeting of inappropriate behaviour by boys, including bullying; and
- the development of more appropriate curriculum materials for mixed ability secondary classes in a bid to reduce levels of alienation from schooling.

ends
transmitted
ref...feb211tw

For further information: Tom Wise (002) 33 6752.



TOTAL P.02

Appendix I

Appendix I - contents: Education Department Documents – coded

Item in Appendix I	Title	Page/s
I1-1	Memorandum to All Principals and District Superintendents - coded	328-330
I1-2	Classification of coded data	331
I2	Notes from the first meeting of the KT(BM) Program Reference Committee and Appendix + Classification of coded data	332-335

Appendix I cont.: Education Department Documents – coded

Item I1-1: Memorandum to All Principals and District Superintendents – coded



ALL PRINCIPALS AND DISTRICT SUPERINTENDENTS

Subject: KEY TEACHER BEHAVIOUR MANAGEMENT PROGRAM

BACKGROUND

- POLITICAL
 - Ministerial origin
 - TEC's report
 - Program's objective
- Recently the Minister released details in the press of the Department's intention to conduct a Key Teacher Behaviour Management Program this year. The program proposal was part of the Department's response to the Tasmanian Education Council's recent Report on Inappropriate Student Behaviour. The objective of the program was to provide intensive training to one key teacher in every high school and senior secondary college in the state. These key teachers would then provide a reference point for behaviour difficulties in their schools.
- DEPT
 - Depth original proposal
 - p.d. change to training days
 - Schooling levels change
- The original proposal mentioned that some of the professional development would be conducted in school holidays. Subsequently that was not considered appropriate and now all of the professional development will be in school term time.
- Secondary college staff were also included in the original training program. The proposal now is to consider this group of staff in a separate training program because the nature of staff needs in this area was considered to be different from that of teachers working with compulsory school age students.
- extension of prog. subject to pos eval.
- Given a positive evaluation of the outcomes the program will be extended next year to involve primary school teachers in similar training.
- As the program is a state wide initiative it will be managed through the State Support Service, via a representative reference group. The members of this group are:
- representative (?) reference group
 - Mr. Graham Speight, Principal, Bridgewater High School,
 - Mr. Greg Cairnduff, Australian Education Union (Tasmanian Branch)
 - Ms. Jane Evans, SCO (Gender Equity), Educational Programs
 - Mr. Doug Bridge, PCO (Special Education) Educational Programs
 - Ms. Gail Vardy, Assistant Manager State Support Services
 - Mr. Murray Harper, District Superintendent (Derwent)
 - Mr. Roger Bradshaw, Senior Guidance Officer, Clarence High School
 - Ms. Leigh Taylor, Senior Superintendent, Equity
- (representative
 - of geographical regions
 - of stakeholder groups?

Appendix I cont.: Education Department Documents – coded

Item II cont.: Memorandum to All Principals and District Superintendents – coded

PROGRAM OVERVIEW

KT (Em)
nomination
process

broad prog
(coverage)

12 days
7 funded + 5

(Minister announced
13 days minimum)
acknowledgement
of prev. work
by schools

"network of expertise"

Tas. presenters
where possible

- Each high school and district high school in the state will be offered the opportunity to nominate a teacher to attend an intensive training program in behaviour management. The professional development will include coverage of the broad context of inappropriate behaviours, current strategies in schools and their merits, skill requirements of participants and a range of alternative behaviour management programs.

- The training for the key teachers will consist of 7 days centrally funded professional development in 1995. This will be followed up by a further 5 days training in 1996, to be funded by schools.

Schools and districts have done considerable work in behaviour management and it will be important for this program to be coordinated with the work that is already being done. To ensure close links are maintained with other staff working in support services a guidance officer, and a teacher from the district support team will be asked to nominate to be trained with the key teachers from schools. The intention is to form a network of expertise in behaviour management in all districts.

All of the training will be conducted in separate workshops in the North, South and North-West. There will be a range of presenters. Where possible use will be made of expertise from Tasmanian schools and support services.

PROGRAM OBJECTIVES

Training:

- knowledge
- skills
- gender-underst.
- SSE
- whole school approach (w-s-a)

local context
& needs

role - cfe

Min's
announcement

- The training is intended to provide participants with:

- knowledge and skills in current behaviour management theory and practice and a range of options of pro-active and re-active strategies for managing student behaviour;
- an understanding of the construction of gender and how it impacts on behaviour in schools;
- information and skills to help foster a supportive school environment;
- knowledge and understanding to support whole school planning in behaviour management.

It is recognised that schools will choose to use the expertise of their key teacher in ways that suit local needs. For many this may mean the key teacher will take a professional development focus. For others they may assist in whole school planning for behaviour management. It is not anticipated however, that the key teacher would be given the task of disciplining the worst behaviour problems in the school, unless of course this was already part of the role of the teacher.

PROGRAM OUTLINE

- The program will be divided into three stages:

Stage 1

values
assumptions
skills needed
current
successes
w-s-a

This will consist of an initial two day professional development program. The emphasis will be on experiential learning that gives the participants the chance to:

- examine values and assumptions about behaviour management
- identify required skills
- review strategies that are successful
- examine whole school approaches to behaviour management.

Appendix I cont.: Education Department Documents – coded

Item II cont.: Memorandum to All Principals and District Superintendents – coded

These workshops will be conducted in the three regions.

2-day block	South	Date	4 & 5 May
	North	Date	8 & 9 May
	North West	Date	10 & 11 May

Stage 2

new understanding of current theory + practice emphasis on skill devpt. This will consist of further professional development sessions divided into 3 blocks. These sessions will be designed to develop participants' understanding of current theory and practice of behaviour management and to present a range of strategies to manage student behaviour. There will be an emphasis on skill development.

	South	Date	3 & 4 July
		Date	14 & 15 August
		Date	25 September
2 x 2-days 1 day	North	Date	4 & 5 July
		Date	15 & 16 August
		Date	26 September
total 7 days	North West	Date	5 & 6 July
		Date	16 & 17 August
		Date	27 September

Second yr.

Stage 3

content def. on first year. This will be a total of 5 days professional development conducted in 1996. The details of these sessions will very much depend on the outcomes of the 7 days work in 1995. Relief funding for these days will need to be provided by schools. This will be an important stage as it will provide participants with the opportunity to re-establish the network of support from the previous years' work and consolidate skills.

No central funds.

CURRENT SITUATION

Network - important

Interested schools are requested to send the names of their nominated key teacher to Gail Vardy, Tinsbury Rd. School, Glenorchy. Phone (002) 735139 Fax: (002) 735140 by Friday 14 April. Some schools may be interested in sending more than 1 teacher. This should not present a problem but the school would have to fund all of the relief for the second participant.

- Could each district also send to Gail Vardy the names of the teacher from the District support team and guidance officer who they nominate to be involved.
- Once all participants have been nominated information on the details of Stage 1 will be forwarded to schools.

Leigh Taylor

Leigh Taylor
SENIOR SUPERINTENDENT (EQUITY)

Appendix I cont.: Education Department Documents – coded

Item I1-2: Classification of coded data

- Minister's announcement
 - ∴ incl. TEC's report + Dept's response
 - Dept's proposal
 - Key Teacher role
- changes by the Dept
 - timing of p.d.
 - schooling levels to be included (secondary colleges later)
- a positive evaluation ^{??} → training for primary teachers
- statewide so "representative" reference group to manage ^{??}
- schools "offered" the opportunity - 1 to
- Program - broad coverage
 - 12 days - 7 funded (school 11)
- acknowledgement of local expertise **
- networking **
- Tas (local) presenters
- Training - more detailed for ea. of 3 stages

Appendix I cont.: Education Department Documents – coded

Item I2: Notes from the first meeting of the KT(BM) Program Reference Committee and Appendix

14 March 1995
Disc. Item No.

7.7

Behaviour Management Reference Committee
Key Teacher Program

Meeting - Room 17, 71 Letitia Street
- Wednesday 8 March 1995
- 10 am until 1 pm

Present -

- Committee's role to determine matters directly related to K.T. program
- Initial discussion outlined indicates coverage of issues re broader context

Prior to the meeting beginning, participants were handed attachment 1. In terms of our most pressing concern on this matter, the second last sentence makes it clear that there is no intention to require P.D. during recreation leave.

Union perspective
not to be used

Initially most participants made some general statements re their perceptions of the program and its place in the broader context.

The view put by the AEU included the following:

- While we did not oppose the proposed program we believed it failed to address the real needs. In effect the DEA/Minister were questioning the adequacy of employees skills rather than the adequacy (or inadequacy) of resources. *whose adequacy questioned?*
- The DEA response stated that similar P.D. activities interstate were for a term or more. This program appeared to be window-dressing rather than a serious attempt to come to grips with the problems. *worth of a single P.D. day*
- On its own, the program would have no real impact upon the problems in schools. *inadequate resources*
- Once trained, the Key Teacher would require time. Therefore schools should be given extra resources so that the key teachers could relinquish part of their current work-related responsibilities. *K.T. would need time*

Other participants ~~expressed similar sentiments~~ expressed similar sentiments. However, the role of this committee is to determine matters directly concerning the Key Teacher Program.

- Who should it be aimed at.
- The contents of any course plus the providers.
- The length and format of any course.
- The role of Key Teachers once they have been trained.

.../2

Appendix I cont.: Education Department Documents – coded

Item I2 cont : Notes from the first meeting of the KT(BM) Program Reference Committee and Appendix

-2-

Initially it had been decided to aim the program at Secondary Colleges and Secondary Schools.

However, it appeared to be agreed that the management of inappropriate behaviour required different strategies etc in colleges.

Consequently it was determined that:

- Colleges and Primary Schools would be offered P.D. in 1996.
- 1995 Program would be offered to High and District High Schools and District Support Staff.
- As this would increase the number of participants, the amount of relief offered to each teacher would be decreased from 10 to 7 days, if all schools accepted the opportunity.

It was pointed out that any provision of relief teachers by schools involved in the program would not be required until early 1996 - at least that would be the aim.

Length and Format

This was not resolved. Numerous options were discussed. The most likely involves an initial 2 day, "get it off" your chest, what are the needs/concerns, 2 day session.

This would be followed by up to 5 consecutive days (a month or so after the 2 days) of activities, based upon what came out of the initial 2 days. This would then be followed up by further sessions plus District based activities. Sessions would be held on a regional basis - South, North and North West.

However, it must be stressed that the format has not been determined.

Contents

Again, much work needs to be done on this. There was a general consensus that introducing new approaches to behaviour management would be a waste of time, given the limited resources. Consequently, it was decided to build on what teachers already know (Supportive School Environment).

Again, because of the limited time it was felt necessary to narrow the focus to the extreme forms of inappropriate behaviour.

- eg - violence
- threats of violence (Intimidation)
- harassment.

In general terms the Training should provide participants with a range of proactive and reactive options and strategies. In addition they would be given ideas etc as to their role in schools (as the Key Teacher).

Appendix I cont.: Education Department Documents – coded

Item I2 cont.: Notes from the first meeting of the KT(BM) Program Reference Committee and Appendix

-3-

While I enjoyed the experience of participating in the meeting, and would be happy to continue, I do not believe that my involvement would be appropriate.

Recommendation

- a) That Executive select a member from a Secondary or District High School to represent the AEU.
- b) That the person selected should:
 - (i) be an AST3 or higher.
 - (ii) be able to attend a number of meetings and a possible 2 day pre-training introductory course.

A School
rep
recommended

Next Meeting 21 March 1995
 12.00 noon until 3.30 pm
 BYO Lunch
 Room 17, 71 Letitia Street

===== OFFICER

1. Not a state-wide committee

2. Highly skilled teachers - concerned.

3. Process / Program.

4.

Rep's
roles re
"representativeness"
of Ctee

Reference Ctee 1st meeting

expressed
concerns
about Prog

whose
adequacy
is in question

Requires
should need
time; resources
need to enable
this

copy
no. of days
compared with
interstate
offerings

change in target group
 2 more programs in 1996
 decrease in no. days felt of par +
 (because of change)
 first year of profitably funded
 2-days + 5-days blocks is being confirmed
 introducing new blocks mgt not viable
 in the time available
 to build on 2SE
 focus for what could be achieved narrowing
 skill, a range of Shakespeare
 concern re representativeness of Ctee.

Appendix I cont.: Education Department Documents – coded

Item I2 cont.: Notes from the first meeting of the KT(BM) Program Reference Committee and Appendix

KEY TEACHER BEHAVIOUR MANAGEMENT PROGRAM

- This report
Pica comm
with other
initiatives
& activities*

The initial proposal for this program was in response to the Tasmanian Education Council's Report on Inappropriate Behaviour (circulated prior to meeting). The intention is that the program be conducted as a state wide initiative but coordinated with other district activities in behaviour management.
- intensive
training
• reference
point
• efficient*

The objective of the program is to provide intensive training to one key teacher in every high school and senior secondary college so that they can act as a reference point for behavioral difficulties within the school. They would also be required to liaise with district support staff.
- The training would provide participants with:*

 - knowledge and skills in current behaviour management theory and practice
 - an understanding of the construction of gender and how it impacts on behavior in schools
 - information and skills to help a school foster a supportive school environment
- network*

It would be anticipated that the participants would form a district wide support network of expertise in behaviour management. The program of training will be completed by the end of 1995. Some funding will be requested for 1996 to allow maintenance of the network. A similar program would be run in 1996 in primary and district high schools.
- maintenance
funding reqd
to be requested*

The project would be managed through the State Support Service via a representative reference group. The group would consist of a representative from planning, curriculum, the districts, the AEU, and a principal from a high school. This group would be convened as soon as possible with the intention of finalising the details of the project so the training program could begin as early as possible in term 1.
- 1996 - primary
+ district
schools*

Schools will be notified after the first meeting of the reference group. Funding is available for 10 days relief for 42 teachers. A further 5 days relief will be requested from schools. There will be no request for attendance at professional development during school vacations. District support staff could be included at no additional relief cost.
- a ref group*
- time
imperative
to enact*
- funding
central
to schools
to enable
the
support staff
at no cost*

Appendix J

Appendix J - contents: Transcript of the senior officer’s responses in the interview – coded

Item in Appendix J	Title	Page/s
J1	Transcript	338-350
J2	Classification of the coding	351

Appendix J cont.: Transcript of the senior officer's responses in the interview – coded

Item J1: Transcript

1. Who initiated the policy that led to the Key Teacher Behaviour Management Program?

First it is important to say something about what the prompt for

- 5 it was, how it came to be. It was a political prompt, the minister was coming under a certain amount of political pressure.

Because there had been some instances in the newspaper about violence in schools and as a result of that and other questions being asked in the House I believe he asked the Tasmanian

- 10 Education Council to look into the whole issue of violence in schools and students' unacceptable behaviour. The TEC has been used as a body to research issues that the minister has been concerned with. So that was the prompt.

- 15 Now it had something like 68 recommendations, I can't remember the exact number, but a lot. It did acknowledge that the department had done quite a lot in the area but it said we should be doing more. So when then TEC wrote the report the Minister wanted the Planning Branch to respond. How does the

- 20 department recommend we respond to the recommendations.

So what we did was we sent down a number of proposals that could respond to some of the recommendations and one of the proposals was the Key Teacher Behaviour Management

- 25 Program.

prompt
- political
- pressure
- media
- Qs in the House

?
- led to
referral to TEC
for advice

TEC report
- acknowledged D's work
- more to be done
- many recommendations
to Planning Branch
for D's response
to recommendations

DOC response
- proposals of which
I was KR(2M)P.

Appendix J cont.: Transcript of the senior officer's responses in the interview – coded

Item J1 cont.: Transcript

<p>We did in the first instance a costing on all of the proposals. One of the other proposals for instance was to establish Learning Centres (like the HUB in South Australia) but that was just under \$ 250,000 and that didn't get up. So essentially in a more cynical</p>	<p>costings done BUDGET !!</p>
<p>5 moment I would say the reason the KTRMP was initiated was because, well it was political, and there were two options, there were both primary schools and secondary schools. Secondary schools were the area that there were most concerns about by teachers and it was much cheaper. So it had a budget of just 10 under \$90,000. The same level of support for primary schools would be just under a quarter of a million. So high schools were seen as the first group, the "first cab off the rank" as it were.</p>	<p>political - options secondary or primary Secondary cheaper so 1st priority</p>
<p>The reason why it was Key Teacher was that there had been 15 some significant successes in that model. [The Director of Planning] drew up the initial paper, and was the one who initiated the idea. When [the Director] ran the idea past me first I didn't think it was a very good idea and I said so because I believed that the notion or the possibility of having a teacher in 20 the school who was deemed to have behaviour expertise in one area, was going to mean that that person may well be seen as the expert and that person would get all the people coming to them. Now I know that a bit simplistic an analysis but I did have real concerns and that my view was that everyone in the school</p>	<p>model - previous successes model - debated by 2 people at senior level one expert vs whole school capacity / expertise</p>

Appendix J cont.: Transcript of the senior officer's responses in the interview – coded

Item J1 cont.: Transcript

should be adept in a Supportive School Environment, with their strategies and so forth. It wasn't up to one person.

2. Who had input into the shaping of the policy that led to the program?

I've really partly answered that.

It was real bare bones stuff in the sense that the proposal was drawn up it had to be accepted by the Minister. It was a two-plank proposal, and the proposal about what a key teacher was going to be and do and how they were going to behave and what the professional development was going to be, and so on and so forth, there was none of that detail. Absolutely bare bones stuff.

One page that more or less that said one teacher in every high school, it was only high schools to begin with, district high schools weren't included, high school will be trained to be a key teacher. Now the original costing was done, it was based on 10 days professional development to be paid for centrally for all high schools. You add district high schools to that and it cuts it down even more so than the original proposal which was 10 days. It had to be drawn back to seven days and that's why we had to get a commitment from schools to undertake the other five days themselves.

proposal for the Minister - basic/no detail

one page

adding district high schools

budget - cut from 10 days per yr to 7 days

changes: school levels funded days per teacher

Appendix J cont.: Transcript of the senior officer's responses in the interview – coded

Item J1 cont.: Transcript

	[The Director] drew it up. I looked at it. [the Deputy Secretary] would have looked at it as well. it went down to the minister's office. he sent it back with a big tick and said do it.	3 senior officers draw up (2) or approved (1) for → Minister
5	3. How was the decision was reached to implement the Key Teacher Behaviour Management Program?	
	Well how to implement it well because I suppose Supportive	implementation
10	School Environment doesn't fit within the sectors of the various district superintendents. it fell into my bag so I was given the task of doing it. And because I had some real concerns about how it might operate I wanted there to be a very strong school representation in the group that were going to have responsibility	- senior officer to be responsible identified
15	for organising it and implementing it and I wanted it to be very school-based because I had some concerns about the way it was going to operate and that's when we went through a notion of saying OK how are we going to implement it, well we'll get an organizing committee made up of school personnel and district	- reference group to be "very school-based" (?)
20	support people which we've got, who have had responsibility for drawing up the implementation plan for the KTBM and I managed to get a senior State Service staff member as Executive Officer to do some of the extra work with me.	- another senior officer to support Program's implementation
25		

Appendix J cont.: Transcript of the senior officer's responses in the interview – coded

Item J1 cont.: Transcript

- | | |
|--|--|
| <p>4. How were the following decisions reached:</p> <p>• Schools to be targeted?</p> <p>5 That was a matter of we had this much money and we had to divide it up equally. We talked about making it compulsory and we decided that clearly we couldn't do that. So we had to advertise to all schools that they had the capability to do it. Now it's worth saying here that because it was a political decision</p> <p>10 there was a lot of cynicism around about it. Many people had the same initial response as I had that it was a cynical political exercise, particularly one district did not want to be involved because they had done a lot of stuff in behaviour management already and they just felt this would be an overload. There was</p> <p>15 also criticism from district support services because they believed they had responsibility for behaviour management and a lot of them were running programs. I didn't want to necessarily put it in the basket of just behaviour management I was very concerned that it had a school-based structure and I wasn't</p> <p>20 confident that would happen if you put it straight into support service because what I thought would happen is that you would just get a growth of what they were already currently doing and that wasn't a good idea.</p> | <p>Budget controlled
Program offerings</p> <p>compulsion or
voluntary</p> <p>cynicism
political origin</p> <p>overloaded context</p> <p>power issue / conflict
- who responsible
for Beh. mgt?
(roles & responsibilities)</p> <p>- how to best ensure
School ownership</p> <p>- not <u>just</u> (only)
behaviour
management
↳ S.S.E.</p> |
|--|--|

Appendix J cont.: Transcript of the senior officer's responses in the interview – coded

Item J1 cont.: Transcript

• Number of teachers per school?

The number of teachers per school was determined by how much money we had so there was no difficulty there. Some schools sent more than one but they had to pay for it and we allowed them to do that because they wanted to do that.

budget - money

• Number of days in the program?

10 Money? Designated by money. Clearly we had this much. We divided it up. Worked out what was a fair thing. We realised that the major cost of course is always relief. Because it was done on a really strict budget we didn't have much for guest speakers. We didn't have money to bring them over from the mainland, to accommodate them or anything like that and so therefore we had to use our own personnel from the district support services to support what we were doing to do.

money

20 Once again it was running on a budget. A pretty strong theme.

budget

• The length of time over which the workshop days are spread?

25 In the end it's going to be virtually two years. We had the difficulty, we knew that this difficulty would arise that at the end of 12 months, some people would be transferred, moved on,

two years
staff moves - problem

Appendix J cont.: Transcript of the senior officer's responses in the interview – coded

Item J1 cont.: Transcript

<p>some would get promotion positions so we had to go through a whole posting out process to ask all of the 60 participants whether they wanted to be continuing in the program and we did get a very good result from that. So all but about 5 and most of those have gone into principals or assistant principals positions.</p>	<p>our check revealed most of them would stay for second year</p> <p>Promotion main reason for leaving</p>
<p>• Content for the workshop days</p>	
<p>The committee made all of these decisions. The two major players were two principals [named in interview] from the south who were the nominations of their respective principals associations. They were very much wanting a school-based thing, particular [name of one of the principals] and we did that on the basis of the first two days where we were really looking to hear what people wanted, he was very concerned that behaviour management is very context based and there's no good giving any formulas because they never work and therefore what he wanted to do was lay a ground for people to be able to "play" in the areas that they wanted to work in. Now that's both a strength and a weakness because people want you to tell them how to do it and when you don't deliver them a whole bunch of bright lights and whizz bangery in relation to coming along to a presentation they say I've heard it all before, I've got nothing new...[inaudible]...I mean there are maybe some new thoughts about it or new organisational things but it's very hard because</p>	<p>Reference group like made decisions re detail</p> <p>Influential members 2 principals wanted school-based context based</p> <p>no easy answers explanation</p> <p>? balance btw exploration + providing answers</p>

Appendix J cont.: Transcript of the senior officer's responses in the interview – coded

Item J1 cont.: Transcript

	this is an area that has no real [inaudible]...so it was very participant-based, very difficult to establish the content because everyone was in different spots.	KTs at different stages common ground difficult to establish
5	<ul style="list-style-type: none"> Processes for the workshop days <p>Those processes were decided by the committee as well and it was supposed to be an interactive thing. It was supposed to allow professional sharing and discussion amongst groups of people who didn't necessarily know each other and it was supposed to be very much content-based. The workshops this year, all our feedback said they wanted time, that's what they wanted most of all, they wanted time to think about classrooms, they wanted time to do either do some presentations for their staff or prepare for those or go and visit other people and schools so that's why we're providing them with three days for this year, which is a slightly different process but it does allow them to get on the ground with some opportunities like that.</p>	Ref group decision sharing, discussion content-based partic. wanted TIME to think, to plan, school networking So 3 days visits
20	<p>5. What are the purposes of the KTBM Program?</p> <p>There are both the covert and the overt purposes.</p> <p>The covert purposes were to respond politically to a situation that was putting the Minister under some pressure. It was something he was able to quote in the House as it was proactive and he did so on a number of occasions.</p>	covert purpose political Min under pressure - proactive strategy demonstrated

Appendix J cont.: Transcript of the senior officer's responses in the interview – coded

Item J1 cont.: Transcript

The overt purpose was to provide one teacher in every high school and district high school with extra expertise in the hope they would be able to share with other people in the school but

5 what we found was that we had people who came from various areas of positional power. In some instances we had principals who had the capacity to say OK this is going to be a priority or we are going to revisit the SSE in our school because I can see that I've let things go or something like that, and then we've got

10 people who are temporary teachers who have only been out for two years and are having troubles in their own classroom, so I mean how long is a bit of string, and that caused us enormous difficulties in relation to really saying OK this is a very tight purpose and it's going to be the same for everybody because it

15 wasn't. So essentially what happened in the end is that teachers had to take from it, or had to start from where they were at, and take from it that which was going to be useful for them because for many of them some of the Aps, one AP was able to go back and pull strings and do things and that wasn't a big deal for him

20 but for some ASTI or something like that would have none of that power and would come back and complain they weren't able to influence events in any way, shape or form. So the purposes differed very much between Key Teachers.

overt purpose

1 to per sch. (h. + d.h.)
expertise - share

KTs from
various positions/power
ranged from:
Principals
|
KTs experiencing
problems

disparate

no common ground

KTs had to take
from it what
they could

|
varying levels
of influential power
in their schools

so purposes
varied

Appendix J cont.: Transcript of the senior officer's responses in the interview – coded

Item J1 cont.: Transcript

Some of it was train the trainer. Those people who were confident would go back and take professional development sessions and do things they had learnt. Others saw it just as a chance to just get out of the school, and we've got to be up front about that. I mean some people don't get much chance to do that. Others saw it as way to begin a conversation in their schools by talking to the principal and saying hey I think this is an area we need to look at. So the roles and tasks were left very much to the individual and their own area of interest rather than designating this is what we are going to, let's go back and do say three professional development sessions. I mean we could have done but that would have been too much like the formula that doesn't work. Also there are very different perceptions in the north, north-west and south, they are very different groups to work with.

[This was considered by the interviewee and the researcher to cover Question 6: "What are the expected roles and tasks of the Key teachers within their schools?"]

prof devpt
- for some - take back to sch
- for others - opp to be out of sch
- for others - opp to raise issues with the principal
- roles + tasks
- indiv. decision

- no formula
- regional differences

Appendix J cont.: Transcript of the senior officer's responses in the interview – coded

Item J1 cont.: Transcript

7. What practices would you expect to see developed and implemented as a result of schools' participation in the Key Teacher Behaviour Management Program?

5

My hope is there will be a raised profile in a number of the schools where people came from for Supportive School Environment stuff. I think it would be true to say that most documentation in school plans have got SSE, you around and

10

look and you can see it there but you've got to keep renewing it all the time because it just lapses, new staff come on, new curriculum priorities. So I hope that we can manage to do that.

15

To see implemented I would hope we would get more of whole school approaches than perhaps has been in some schools. I know that some schools do have whole school approaches but others have varying policies that don't seem to have any coordination and they don't fit in with a whole school process.

20

It would be hard for me to say there's 1,2,3 and 4 in relation to what practices because it is so contextually driven, it is so different in whatever school you are going in to: A [named one school in a low socio-economic area named] is a very different place to a [named one school in a high socio-economic area] in relation to the whole thing and where they are starting from

25

and where they might end up is very different and that has been a very strong theme that [influential principal on the steering

Expects
Senior officer

increase profile
if SSE

embed in practice

renewal

Whole school
coordination

independent
dependent

Appendix J cont.: Transcript of the senior officer's responses in the interview – coded

Item J1 cont.: Transcript

- | | |
|---|--|
| <p>committee] has followed. It is just ridiculous to even suggest that there can be uniformity of application of a program like this across the state.</p> | <p>no uniformity possible</p> |
| <p>5 The key theme is that there would be a whole school approach because it can vary, and consistency and approach also that is based on best practice as it were on the stuff that's been benchmarked and we know that it does work.</p> | <p>other than a whole school approach based on best practice</p> |
| <p>10 From an organisational point of view it has been an extremely difficult area to organise because we were given no resources to do it. I mean we were given the resources to get the teachers out but we had to do it over and above our own current positions and it meant we had to ask people to give up their time, such as the</p> | <p>no resources (other than to relief costs)</p> |
| <p>15 principals and support service people who planned and helped in the professional development. Co-ordination of that sort of thing is a big task.</p> | <p>people volunteered their time</p> |
| <p>In the good old days we would have one person whose job it was</p> <p>20 to do this and nothing else but this is something that has had to be done on the side then overlaid over that I was given the task of [described two other major tasks related to the Key teacher Behaviour Management theme — one national conference and one state-wide forum] and I have to consult with every person in</p> | <p>no one person dedicated to the program</p> |
| <p>25 the job about, this is the independent and catholic schools, a</p> | |

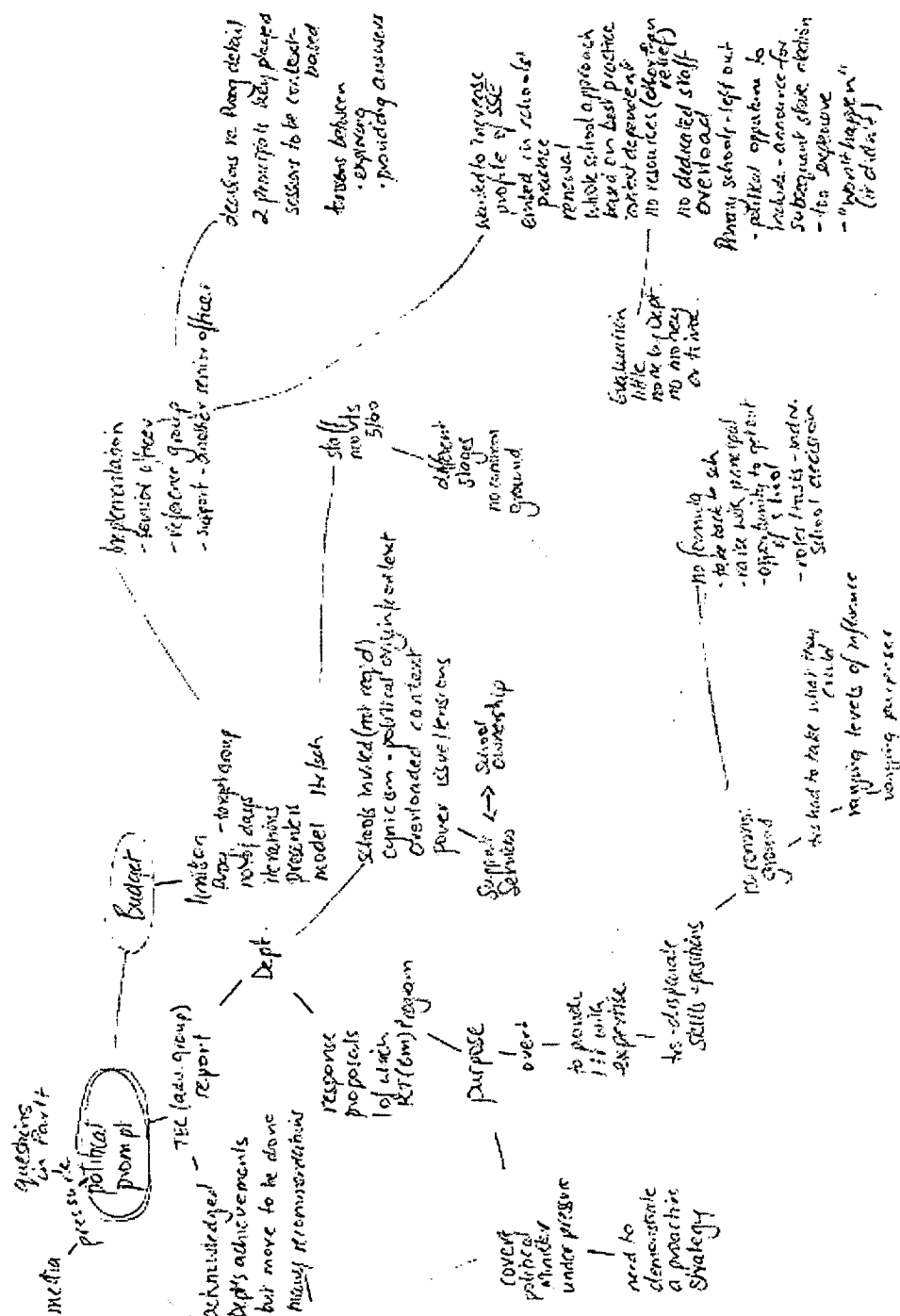
Appendix J cont.: Transcript of the senior officer's responses in the interview – coded

Item J1 cont.: Transcript

- | | |
|---|---|
| <p>range of associations, all the professional associations, east of thousands, and that's been overloaded on us.</p> <p>From the point of view of efficacy, if I were going to do it again,</p> <p>5 differently, um, there's nothing outstanding I would do differently. I mean we didn't have any evaluation process beyond questionnaires at the end of each session, there was no departmental evaluation, we had no money and we had no time because we were doing it over and above so we did it on the</p> <p>10 smell of an oily rag really. The other thing that's worth saying is that the Minister in accepting this had to respond to criticism from primary school principals that why were they yet again left out? He said next year is your turn. Just before the election he asked for a costing and we told him just under a 1/4 million and</p> <p>15 half and it was too expensive so it's not going to happen for the primary schools at this point in time. Judging by the amount of money that the Federal Government seems to be indicating they are going to cut out of our state grants it won't happen.</p> <p>20 8. Are there any other comments you would like to make?</p> <p>No there's nothing else.</p> | <p>overload'</p>
<p>little evaluation
no evaluation - dept</p>
<p>no money
no time</p>
<p>Minister - principals
of pri schs
criticised being
'left out'.
POLITICAL OPPORTUNITY!
Just before the
election he asked
for a costing
- too expensive
- Federal funding
(economical context)
won't happen
(it didn't!)</p> |
|---|---|

Appendix J cont.: Transcript of the senior officer's responses in the interview – coded

Item J2: Classification of the coding



Appendix K

**Appendix K - contents: Outline of the Key Teacher (Behaviour Management)
Program professional development sessions**

Item in Appendix K	Title	Page/s
K1	Outline of the Key Teacher (Behaviour Management) Program professional development sessions	354

Appendix K cont.:

Item K1: Outline of the Key Teacher (Behaviour Management) Program professional development sessions

Three two-day sessions were offered in May, July and August, 1995

1995	Days 1 & 2 (May 8 & 9)	Introduction: Who I am and Expectations from the Program Exploring student behaviour management – school and classroom level Sources of teacher stress – contributing factors and dealing with them
	Days 3 & 4 (July 4 & 5)	Feedback from Days 1 & 2 Examining own schools' plans Revisiting Supportive School Environment (SSE) Behavioural theories First-Base Counselling Skills Problem Solving Skills Stress Management Skills
	Days 5 & 6 (Aug 15 & 16)	Gender Issues in student behaviour management
	Day 7 (Sept 26)	Postponed until 1996

The second year (1996) of professional development sessions commenced nine months after the completion of the first year's sessions. One two-day session and three one-day sessions occurred during May, July and August, 1996

1996	Day 7 & 8 (May 9)	Non-violence forum (a nationally funded program at which Key Teacher attended along with many other participants)
	(May 10)	Restitution, and action plan for supportive environments and classroom and school level
	Days 9 & 10 (July 18 & Aug 13)	School visits negotiated amongst / organised by Key Teachers
	Day 11 (Aug 30)	Sharing experiences from Days 9 & 10 (school visits) Shared session with high school principals / case study scenarios related to student behaviour and management

Appendix L

Appendix L - contents: Written record of the Key Teachers’ brainstorming exercise at the conclusion of the first 2-day session

Item in Appendix L	Title	Page/s
L1	Written record of the Key Teachers’ brainstorming exercise at the conclusion of the first 2-day session	357-360

Appendix L cont.:

Item L1: Written record of the Key Teachers' brainstorming exercise at the conclusion of the first 2-day session

For the Key Teacher (Behaviour Management) Program to be successful the Department of Education & the Arts should:

- Provide a clear description of the Key Teacher (Behaviour Management) Program to schools
- Draft a position description for Key Teacher (Behaviour Management) & what they are NOT
- The Department of Education & the Arts should be prepared to adjust system priorities to make allowances for the **time** needed to implement the Key Teacher (Behaviour Management) Program. Allocation of time and resources to Key Teacher (Behaviour Management) to enable them to be proactive within their schools => funding for time release and to complete the remainder of the program
- Should TCE be involved in the Key Teacher (Behaviour Management) Program?
- Have a classroom teacher and representatives from the north and north west on the reference group
- Program should be consultative not imposed
- Central and district staff to get around in the schools and classrooms to get real about priorities
- Participants list and the Department of Education & the Arts response to the Tasmanian Council of Education to be circulated to all participants
- Network with other key teachers to share

ideas
resources
problem solving
professional development
what has happened

- Networking will result in affirmation of current practices around the state
- Key Teacher (Behaviour Management) to visit other schools to talk with staff and watch other teachers work

What the Department of Education & the Arts should do

1

Appendix L cont.:

Appendix L: Written record of the Key Teachers' brainstorming exercise at the conclusion of the first 2-day session

- Share ideas What other teachers do in their classrooms & schools:
 - Top ten
 - Show and Tell
 - Survival Tactics
 - 20 Questions

Publish these ideas.
 - Use network to support the provision of professional development in schools with staff:
 - other key teachers
 - support service staff
 - guidance officers
 - Review of teacher training current practices and at University level in the area of behaviour management at undergraduate and post graduate levels. Suggestions included: Could Key Teachers (Behaviour Management) participate in the training of student teachers ie take sessions whilst they are on prac.
 - Ensure that student teachers have a range of placements whilst on prac covering the differing types of schools: private through disadvantaged.
 - Refresher courses for older teachers focusing on behaviour management
 - Some for personal home use eg distance Ed type courses
 - Some set up for sharing with staff in their school.
 - Support for new teachers and those transferred to new schools:
 - Induction courses with review periods later in the early terms
 - Mentors
 - System for supporting/working with/improving the skills of less able and resistant teachers by the Key Teachers (Behaviour Management)
 - Training for key teachers in supporting/working with/improving the skills of less able and resistant teachers. Suggestion: Bring a friend day.
 - Statewide database for documentation of: Special programs eg Employment Tutor Program
- Resources**
- Mechanism to ensure that all schools who want a Key Teacher Behaviour Management Program have one:
 - => ongoing training available
 - => training available for teachers K-12

What the Department of Education & the Arts should do

2

Appendix L: Written record of the Key Teachers' brainstorming exercise at the conclusion of the first 2-day session

The Department of Education & the Arts should recommend to the Minister for Education that all professional development days (12) for the Key Teacher Behaviour Management Program be fully funded and recurrent to demonstrate his genuine commitment to the importance and value of this program and of the the Tasmanian Council of Education report.

Further that the minister responds to the recommendations made by the key teachers and ensures that the Key Teacher Behaviour Management Program is given every opportunity to succeed on its own merits and is fully evaluated.

Rationale: Schools should not develop a fragile system dependant on one teacher. The need is for a consistent staff profile in schools.

Implications: Impact of the transfer policy
More than one teacher funded from a school.

- Need for key teachers to develop counselling skills: for students
for parents
For other staff
- Need for key teachers to teach counselling skills especially to others on the school staff.
- Need for key teachers to develop presentation skills to enhance their professional development role within the school.
- Development of a moderation process for Key Teacher (Behaviour Management) which includes exercises, instruments, trial practices and subject content. ? A course with Certification.
- In the remainder of the Key Teacher Behaviour Management Program days (10) allow time to continue developing the networks of teachers throughout the state and within their regions.

**** Motion: the North and NorthWest request that they work together within the regions and not have to combine with each other for stage 2 unless there is a major, expensive speaker. NW wish further days to be planned on Thursdays &/or Fridays.**

- Provision for the District High Schools to work together as a cluster group as their difficulties and some issues are different from those experienced by other high schools.
- Teacher appraisal should involve elements of behaviour management: Both peer appraisal and appraisal by senior staff should involve

What the Department of Education & the Arts should do

Appendix L cont.:

Appendix L: Written record of the Key Teachers' brainstorming exercise at the conclusion of the first 2-day session

- elements of classroom management and identify strenghts as well as areas for improvement.
- Examine the current range of strategies to cope with inappropriate student behaviours, eg. Professional Assault Response Training
Handling extreme behaviours.
- Review of the current theory, research and practises eg. Putting Research to work in your Schools.
Development of a range of small cameo presentations which could be given in 15 minutes in a staff meeting eg Beginning your lesson
Time Management, etc.
- Key Teacher Behaviour Management Program to be a clearing house for current research and best practices eg. strategies for handling students who cannot be excluded from the classroom.
- Guest speakers should be used in stages 2 & 3 as they can spark interest and serve as a focus for media and community attention. Suggestions included: The new Education Act - its rationale and philosophy, legal perspective, implications of the changes, and what documentation will stand up in court?
PART
- Investigation and information on contextual issues behind certain behaviours: gender issues such as imbalance of gender in a classroom
homelessness
interagency links and roles
working with parents and dysfunctional families
Attention Deficient Disorder
inclusion
- Role of the Support Services
effective case conferencing with staff, parents and the student in a school environment
in isolated schools
- **Key Teacher Behaviour Management Program to be evaluated.**


Appendix M

Appendix M - contents: Circulars from the Australian Teachers' Union Tasmanian Branch

Items in Appendix M	Title	Page/s
M1	Circular number 51/95 Moratorium – Key Teacher (Behaviour Management) Position	363
M2	Circular number 64/95 – Key Teacher (Behaviour Management) Moratorium	364

Appendix M cont.:

Item M1: Circular number 51/95 Moratorium – Key Teacher (Behaviour Management) Position



Australian Education Union

– Tasmanian Branch –

workplace circular

Circular number: Circ. 51/95

25/5/95

TO ALL AEU REPS IN DEA WORKPLACES

MORATORIUM – KEY TEACHER BEHAVIOUR MANAGEMENT POSITION

Members are advised that the following motion was passed by the AEU Branch Council on 6 May 1995:

"That the Union place a moratorium on the 'key teacher behaviour management' position proposed by the Minister until such time as:

- 1) Provision is made for the adequate personal development (training) of such a teaching position;
- 2) The position is properly resourced in terms of -
 - a) time to do the job,
 - b) back-up personnel."

As a consequence, the AEU Branch Executive has directed that the following instruction be sent to members:

Until further notice, members are instructed to cease involvement in any activity which is linked to the introduction of Key Teacher Behaviour Management positions in schools.

The deficiencies referred to in the motion will be taken up with the Minister as a matter of urgency, and a report will be made to the next meeting of Executive on 27 June.

Following that report, Executive will determine at that meeting whether the moratorium will continue and, if so, its exact nature and extent with particular reference to the next round of professional development activity on the program in July.

Chris Lano
INDUSTRIAL OFFICER

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Appendix M cont.:

Item M2: Circular number 64/95 – Key Teacher (Behaviour Management) Moratorium



Australian Education Union

– Tasmanian Branch –

workplace circular

Circular number: Circ No. 64/95 28 June 1995

URGENT!

To All AEU Reps in DEA Workplaces in High Schools and District High Schools


Key Teacher Behaviour Management Program Moratorium

I have held discussions with the Minister in relation to the moratorium placed on the key teacher behaviour management position by AEU Branch Council.

The Minister expressed concern and sympathy for the inadequate provision of resources for the position, particularly in respect to AEU's request for central funding of the 5 professional days next year and the brevity of the training. He indicated a willingness to investigate this matter, but stated a preference for lifting the moratorium in order to proceed further with discussions with the AEU.

Consequently, the following motions were passed by AEU Executive of 27 June.

- 1 That members be advised that the moratorium on participation in the Key Teacher Behaviour Management Program is now in abeyance while the AEU has further discussions with the Minister.
- 2 That the AEU have discussions with the Minister and the re-instatement of the moratorium, or otherwise, be reviewed by Executive, on the basis of the outcomes of these discussions.



Penny Cocker
PRESIDENT

cc primary schools & colleges

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